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Aboriginal Development Fund

Evaluation of the program

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INTRODUCTION

The evaluation of a program is a major undertaking. It entails examining the program from various standpoints: Why was the program introduced? What is it meant to change? What results are sought? How is the program structured? Why is it structured that way? Is it well structured? Then comes the key question: Is the program working? If so, what are the contributing factors? If not, how is the program flawed? What is preventing it from performing well? What improvements can be made to the program to enhance its performance?

The structure of the report is consistent with the logic behind the evaluation. The first two sections of the report present the analysis framework that shaped the evaluation, and another section deals with the methodology used. It explains the evaluation process (the stages in the evaluation, the tools used) and describes the methods and tools selected to gather data.

The following four sections present the results of the evaluation according to the four criteria analysed (relevance, effectiveness, efficiency, impact). The next section identifies the elements that maximized or impaired the performance of the program. Lastly, proposals are made regarding improvements to the program for the future. A series of appendices contain a brief overview of the program, documents relating to data collection (interview schemas, data work charts), a list of relevant bibliographic references and the general framework for application of the Aboriginal Development Fund (ADF). The evaluation is based on data collected in 2003.

ANALYSIS FRAMEWORK

New public management framework

As part of the modernization of the public service, a new management framework emphasizing the achievement of results rather than compliance with rules and procedures was established by the *Public Administration Act*. This new method of management—called "results-based management"—imposes new rules and means of control (accountability reinforced). Within this framework, program evaluation is an essential function.

The principle of results-based management is as follows: to carry out, in all departments and agencies, strategic planning consisting in identifying government policy directions, elaborating policies and establishing an intervention framework. The implementation of public programs is part of that intervention framework. Programs must be consistent with strategic planning, that is, program objectives in line with government policy directions must be defined at the conception stage and a target must be set for each objective. Performance indicators are then defined to measure the achievement of each target.

The four evaluation criteria

We evaluated the program on the basis of four criteria[1]—its relevance, effectiveness, efficiency and impact—in order to make a general assessment of its value and performance to date. Below are the questions we tried to answer for each of the criteria.

Relevance	What needs were identified upon, and inherent to, the creation of the program? Did the program meet those needs? Was it an adequate means of meeting them?
Effectiveness	What were the objectives of the program? Was the right measure targeted for attaining the objectives? Were the objectives attained?
Efficiency	Are the costs of the program justifiable in terms of the results obtained? Was the program managed effectively (by both the SAA and Aboriginal communities)? Were the terms and conditions of the program adequate and did they help maximize results?
Impact	What effects did the program have on the groups targeted? What are the possible benefits of the program (for the SAA, the Québec government and Aboriginal communities)?

1 This analysis framework is styled on the Conseil du trésor du Québec model presented in *L'évaluation de programme, document destiné aux dirigeants et dirigeantes des ministères et d'organismes* in conjunction with the modernization of public management.

Evaluation protocol

Lastly, we followed the protocol below in carrying out the evaluation:

- Classification of ADF objectives (not all of which were explicitly stated, or set forth in the same document), by type (general objectives, specific objectives).
- Establishment of targets for each specific objective, in regard to results.
- Definition of performance indicators to measure the achievement of each target.
- Measurement of indicators: quantitative data gathered by consulting the files on ADF-funded projects; qualitative data gathered through interviews with SAA staff and Aboriginal communities.
- Compilation and analysis of quantitative data.
- Compilation and analysis of qualitative data.
- Drafting of the evaluation report.

METHODOLOGY

Evaluation process

Table 1

PHASE IN THE EVALUATION PROCESS	ACTIVITY	SOURCE
1. **Identification of program objectives, targets and performance indicators**	• Review of program objectives, and classification • Identification of targets for each program objective • Definition of performance indicators for measuring the achievement of targets	• Official documents of the Québec government (Secrétariat aux affaires autochtones) pertaining to the ADF and its implementation • Knowledge of resource persons
2. **Data collection, compilation and validation**	• Consultation of project files to gather quantitative data • Compilation of data in a database created for that purpose • Creation of tables and charts providing an overview of the information gathered • Preparation of qualitative data charts (one for Aboriginal communities and one for SAA representatives) • Meetings with the SAA representatives concerned to validate the quantitative data gathered and collect qualitative data (interviews) • Contact with Aboriginal representatives to obtain their evaluation of the ADF (cf. qualitative evaluation)	• ADF project files, consultation of project business plans and SAA analyses • Meetings with SAA representatives • Meetings with Aboriginal representatives • Interviews in Aboriginal communities by SAA representatives
3. **Data analysis**	• Verification of attainment of objectives, using the indicators defined • Identification of program outputs (results) • Identification of the effects of the program on communities/nations (impact) • Identification of the elements that maximized or impaired the program's performance	• Database set up during the previous phase • Quantitative results measured during the previous phase • Results derived from interviews (qualitative data)
4. **Drafting of the report presenting results and conclusions**	• Review of the four evaluation criteria (relevance, effectiveness, efficiency, impact) and drawing of conclusions for each criterion • Recommendations	• Analysis of data from the previous phase • Theoretical principles (presented in the previous section, under "Analysis framework")

Data collection

Quantitative data

The files on all projects submitted to the SAA under the ADF were consulted in order to gather quantitative data. The data thus obtained were first compiled in a chart designed for that purpose (see Appendix 2), there being one chart per project, then compiled in a database.

Crees, Inuit, Mohawks

It is important to note that, in several instances, the Cree, Inuit and Mohawk nations were excluded from the calculation when the indicators were measured. Data were not available for these nations for a number of indicators. It should also be pointed out that, because of special agreements between the Québec government and these nations, the ADF was not administered in exactly the same way. For example, in the case of the Crees, the ADF was incorporated into a more comprehensive program called an MOU (Memorandum of Understanding)—a negotiation protocol signed in May 1995. In that context, a program of priority economic and community development projects was established. The ADF was grafted onto the funds available under the MOU.

Data available for these nations for a given indicator were included in the measurement of the indicator, but often corresponded to a result for the nation as a whole rather than for individual communities. Moreover, communities that, as at December 31, 2002, had not signed their funding agreement in accordance with the ADF program were excluded from the calculation, as were communities that had signed their funding agreement but had not submitted projects by that date.

Qualitative data

Qualitative data were gathered by the SAA, through interviews with administrative representatives of Aboriginal communities. Thirteen interviews were conducted internally with staff members (analysts, advisers and administrative personnel having worked on the ADF). Outside interviews were held in 10 communities: the Mi'gmaq of Listuguj and Gesgapegiag, the Abenaki of Wôlinak, the Huron-Wendat of Wendake, the Attikamek of Wemotaci, the Innu of Essipit and Betsiamites, and the Algonquin of Kitcisakik, Lac-Simon and Pikogan.

In addition, two off-reserve Aboriginal organizations—the Val-d'Or Native Friendship Centre and the Waskahegen Corporation—were interviewed. Lastly, the Kativik Regional Government (representing Québec's 14 Inuit villages) and the First Nations of Quebec and Labrador Economic Development Commission, or FNQLEDC (representing all First Nations of Québec and Labrador) were also interviewed. The interview schemas are provided in appendices 3 and 4.

RELEVANCE

This section answers the following questions:

> What needs were identified upon, and inherent to, the creation of the program? Did the program meet those needs? Was it an adequate means of meeting them?

Qualitative analysis[2]

The first step was to verify whether the needs of the Aboriginal communities were correctly identified at the outset; the second was to determine whether ADF intervention was tailored to and fulfilled those needs.

Some needs may be presumed not to have been properly identified upon implementation of the program. *Partnership, Development, Achievement*, a paper presenting the Québec government's policy directions for Aboriginal affairs, describes a difficult socioeconomic situation in several of Québec's Aboriginal communities.[3] Assessment was hampered by the absence of an overall picture of the situation.

Moreover, the Québec government felt that a gateway to Aboriginal communities had to be created, that relations between it and Québec's Aboriginal peoples had to be harmonized and that the government had to bolster its presence within Aboriginal communities in order to play a more active role in them. Some of the communities had very little contact with the Québec government before the implementation of the program. Thus, this government intervention, being economic in nature, became a means of bridging the gap between Québec and Aboriginal communities.

What were the needs of the communities?

According to the qualitative analysis inventory, Québec's Aboriginal communities are not homogeneous. There are major differences between nations and between communities. While communities all have needs, these differ to varying degrees. Some communities have already initiated an economic development process, whereas others have not.

For example, some communities submitted applications for local infrastructure development, as little headway had as yet been made in implementing economic development. Other communities, where infrastructure development was more advanced, submitted applications to initiate their economic development process. The trend seems to indicate that it is a linear process. A community cannot consider setting an economic development process in motion if its basic needs have not been met. Local infrastructure development is more in line with a community's basic needs (daycare, dispensary, facilities for young people and seniors, etc.).

It was pointed out that certain local infrastructure needs had not been fulfilled by the other Québec and federal government programs, as some projects were not eligible for funding under existing programs. The ADF has remedied that situation. It is the first program to fund local infrastructure.

Lastly, other needs were identified in the communities: management skills development and knowledge of the various Québec government programs. The ADF was set up to meet these needs. The program was especially relevant in that regard.

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2 This is a summary of the comments gathered in interviews. (The complete comments are presented in appendices 5 and 6.) We proceed in this way for each evaluation criterion.

3 As described in Appendix 7.

Was intervention justified?

Interviewees outside the SAA said that intervention was justified and met real needs in communities. Intervention seemed to have unanimous support among SAA respondents, who said that the government was justified in intervening in Québec's Aboriginal communities. It is a matter of mutual benefit, of logical government policy directions, and of necessity given that not all community needs are met by the other programs available.

Have the needs been met?

Respondents were unanimous: all needs cannot be said to have been met, but a process to better identify them has been undertaken.

Is funding on a per-project basis the right formula?

Most respondents, within both the SAA and the communities, found the formula to be adequate because it is very flexible, allows for leeway and leaves the choice of projects up to the communities. This method makes accountability mandatory, thereby fostering follow-up.

However, some people answered "no" or "more or less" to that question because they would have liked to have been given an overall budget envelope to be used as they saw fit, while fulfilling their obligation of accountability. They acknowledged, however, that per-project funding encouraged them to improve their structure, plan adequately and manage the budget envelope more efficiently through controls.

Is the program in line with the reality of each community?

The program is in line with community needs because it is Aboriginal people who select the projects and establish priorities. Some stressed that the program was flexible, very simple and consistent with the reality of each community. Lastly, one of the strengths of the program was seen to be its acknowledgment of the existence and needs of Aboriginal people living off reserve and its allocation of part of available funding to them.

Relevance of the program and conclusion

In light of the preceding analysis and the needs identified, we conclude that intervention is entirely relevant. The communities have needs that warrant government intervention to fund development. (Those needs centred primarily on local infrastructures.) The ADF has contributed to meeting the needs. ("Contributed" is used because it is a long-term process.) Moreover, the Québec government was absent, or largely absent, in certain Aboriginal communities before the implementation of the ADF. In most cases, the ADF has contributed to remedying that situation.

EFFECTIVENESS

This section answers the following questions:

What were the objectives of the program? Was the right measure targeted for attaining the objectives? Were the objectives attained?

Objectives of the program

An overview of the program is presented here. This classification exercise was the first activity carried out in conjunction with the evaluation. **Table 2** presents the results of the exercise and contains the following information: the general direction of the program, the general and specific objectives of the program, the targets relating to the objectives and, lastly, the indicators for measuring the achievement of targets.

Table 2

OBJECTIVES OF THE ADF

OVERALL PROGRAM DIRECTION

Create a new dynamic between the Québec government and Québec's Aboriginal peoples: develop harmonious relations based on confidence and mutual respect by promoting cooperation, collaboration, partnership, the sharing of wealth, and the empowerment/enablement of Aboriginal communities.

PROGRAM OBJECTIVE	SPECIFIC OBJECTIVE	TARGET	PERFORMANCE INDICATOR
1. *To increase the autonomy of Québec's Aboriginal peoples*	1.1 To increase the *financial autonomy* of Aboriginal peoples (by enabling them to take charge of various economic sectors)	1.1.1 Increase in the number of Aboriginal businesses comparable to that of businesses with similar characteristics located in Québec municipalities	1.1.1 Number of new Aboriginal businesses created by community
		1.1.2 Allocation of 20% of ADF funding to economic development projects, for each community	1.1.2 % of ADF funding allocated to economic development projects
		1.1.3 Community investment in the amount of 10% of the total project cost	1.1.3 % of community investment per project
	1.2 To encourage communities to hire a liaison officer	1.2.1 Hiring of a liaison officer by communities that did not have one before the ADF. Target: 60% of such communities	1.2.1 % of communities with an Aboriginal liaison officer
2. *To build bridges between Québec's Aboriginal peoples and non-Aboriginal communities*	2.1 To increase ties with outside organizations	2.1.1 Increased cooperation with outside organizations	2.1.1 Extent of ties with outside organizations
3. *To invite Aboriginal peoples to participate in resource development by entering into a partnership with the government on territorial issues*	3.1 To set up projects for natural resource development	3.1.1 20% of projects aimed at natural resource development	3.1.1 % of projects contributing to natural resource development
4. *To enhance socioeconomic development by supporting economic measures or projects*	4.1 To increase the number of Aboriginal entrepreneurs by promoting the creation of new businesses	Target 1.1.1	Indicator 1.1.1
	4.2 To create jobs in communities, particularly among young people (12-35 age group)	4.2.1 Job creation in Aboriginal communities	4.2.1 Number of new jobs created (breakdown for young people)
5. *To step up local infrastructure development by encouraging community-oriented measures or projects*	5.1 To renew or upgrade existing infrastructures in order to provide public services that are useful and interesting for the community	5.1.1 Upgrading of infrastructures through modification of existing ones	5.1.1 Number of projects in which infrastructures were modified
		5.1.2 Construction of new infrastructures	5.1.2 Number of projects involving the construction of infrastructures
	5.2 To carry out projects that contribute to the revitalization of villages	5.2.1 Development of projects that have an impact on the revitalization of villages	5.2.1 Number (or %) of new projects that contributed to the revitalization of villages
	5.3 To build on local infrastructures, primarily in four sectors: health, education, municipal affairs and transport	5.3.1 Development of projects to build on the infrastructures in four sectors	5.3.1 Number of new local infrastructure projects carried out in each sector
6. *To encourage communities to take more responsibility for prioritizing their needs*	6.1 To encourage communities to submit a prioritization of their needs	6.1.1 Prioritization of needs by each community having signed the ADF	6.1.1 Number of communities having submitted a prioritization of their needs
	6.2 To promote the training of Aboriginal economic development officers	6.2.1 Allocation of part of each community's budget envelope to the economic development support service	6.2.1 Number of communities having allocated part of their budget envelope to the economic development support service

Quantitative analysis

A summary of the results measured by the performance indicators is provided in Appendix 1.

Indicator 1.1.1

Number of Aboriginal businesses created

Target: increase in the number of Aboriginal businesses comparable to that of businesses with similar characteristics located in Québec municipalities

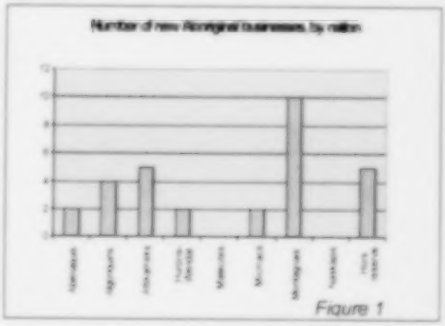

Figure 1

The ADF participated in the creation of 30 new businesses.

Achievement of the target could not be measured, as it is difficult to compare the increase in the number of new businesses in Aboriginal communities with that in other Québec municipalities. To start with, the reality of Aboriginal communities is different: several of them are geographically isolated, making it more difficult to create a market; the demographic curve is singular, in that, in most cases, the population is very young and, consequently, the Aboriginal labour force is a smaller proportion of the Aboriginal population than the Québec labour force is of the Québec population; development varies from one community to the next, from the standpoint of both infrastructure and economic development (the majority of communities not having the history of economic development of most Québec municipalities). It is therefore premature to compare them with the other municipalities of Québec.

Lastly, given that there is no before-after measure, accurately measuring a rate of increase is difficult under the program.

Indicator 1.1.2

% of the ADF allocated to economic development projects

Target: Allocation of 20% of ADF funding to economic development projects, for each community

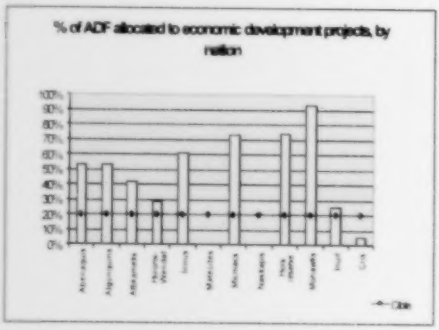

Figure 2

As at December 31, 2003, a total of 38.3% of the ADF budget envelope had been committed to, or earmarked for, economic development projects. Thus, the target of 20% was reached, for a majority of communities. In several cases, that target was even largely exceeded. However, results vary from one community to the next.

What is the reason for this disparity among communities? First, Québec's Aboriginal communities are not homogeneous. Their needs differ. A number of them wanted to fulfil their local infrastructure needs first. Other factors may also explain the situation:

Geographic location
Businesses can be started up more easily near cities or towns, where there is a bigger market.

Training
Technical or post-secondary training is less accessible in remote regions.

Entrepreneurial culture
Economic development, as we know it in Québec, is a concept that is increasingly gaining ground in Aboriginal society.

Mohawks and off-reserve Aboriginal people who live close to urban areas allocated a large part of their budget envelope to economic development.

Indicator 1.1.3

% of community investment per project

Target: Community investment in the amount of 10% of the total project cost

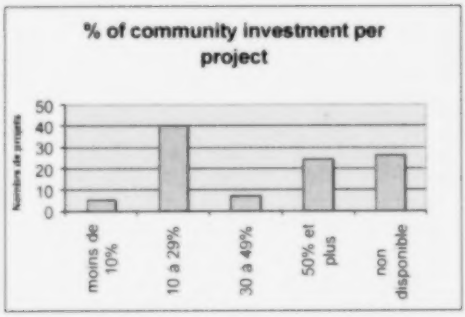

Figure 3

The target was reached in more than two-thirds of cases. Community investment accounted for 10% or more of funding in 69.6% of projects. It should be noted that community investment totalled more than 50% in 23.5% of projects. Community investment averaged 28.6% per project, thereby exceeding the target of 10%.

The 10% investment share was one of the program objectives and was incorporated into the program rules. It was mandatory. Although a few exceptions were made to the rule, that investment share was to be part of the financing package of all projects submitted. The indicator is more or less relevant, as it reflects compliance with a rule, not performance. It should be noted, however, that the establishment of that rule is in line with the logic behind the program objectives.

Indicator 2.1.1

Extent of ties with outside organizations

Target: Increased cooperation with outside organizations

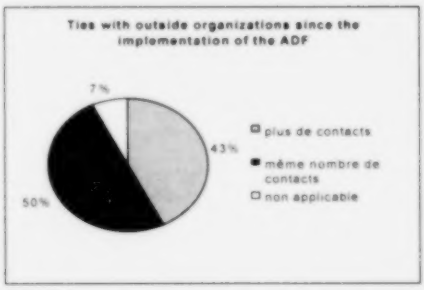

Figure 4

This indicator was measured during the gathering of qualitative data. A total of 14 respondents were questioned in Aboriginal communities or in groups off reserve. Of them, 43% affirmed that they had increased the number of contacts with outside organizations. In that sense, the target was reached, as ties did increase with organizations such as CLDs, economic development corporations, municipalities, RCMs and financial institutions. We will come back to the measurement of this indicator throughthe qualitative analysis.

Indicator 3.1.1

% of projects contributing to natural resource development

Target: 20% of projects aimed at natural resource development

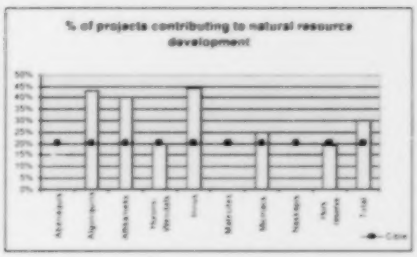

Figure 5

An analysis of all projects of an economic nature shows that the target was reached, as 30% of projects contributed to resource development. This indicator takes into account only projects of an economic nature; it does not apply to local infrastructure projects.

Under the ADF, projects were carried out in various sectors related to natural resource development. Among other things, the ADF funded six projects in the forestry sector and four outfitter projects. Moreover, it helped implement many tourism projects linked to development of the territory.

This objective was undoubtedly attained because the territory (plant and animal life) is the No. 1 available resource for most communities. It was therefore foreseeable that a number of projects would be territory-related. What counts is that the objective was attained, as the ADF encouraged Aboriginal peoples to participate in natural resource development.

Indicator 4.2.1

Number of new jobs created

Target: Job creation in Aboriginal communities (percentage not specified)

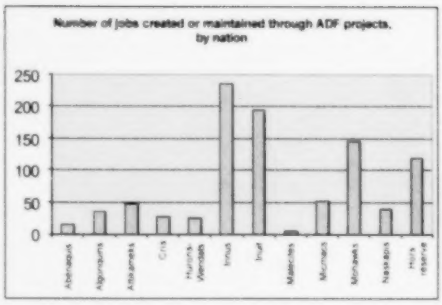

Figure 6

ADF-funded projects as at December 31, 2003 led to the creation or maintenance of 1110 jobs—some temporary (construction sector), others permanent—for an average job creation rate of 2.9 jobs per project.

In the communities and groups consulted, 15% to 80% of jobs were held by young people 30 or under. In eight out of 13 cases, that percentage was 50% or over. The average for that age group was 49%, with a standard deviation of 24%.

It is therefore hard to accurately assess the achievement of the target. Quantitative job creation goals were not set at the time the program was implemented.

Indicators 5.1.1 and 5.1.2

Number of infrastructures modified and built

Target 5.1.1: Upgrading of infrastructures through modification of existing ones

Target 5.1.2: Construction of new infrastructures

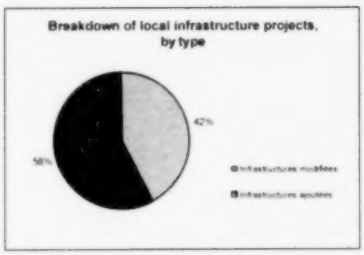

Figure 8

Of the total number of local infrastructure projects carried out, 42% consisted in modifying infrastructures, 58% in building new ones. No figures were determined for the targets. Accordingly, the results obtained are statistics rather than performance indicators.

Indicator 5.2.1

% of new projects that contributed to the revitalization of villages

Target: Development of projects that have an impact on the revitalization of villages

Table 3

Nation	Revitalization of villages	% of projects
Abenaki	0	0%
Algonquin	0	0%
Attikamek	1	6.7%
Huron-Wendat	1	16.7%
Innu	0	0%
Malecite	1	100%
Mi'gmaq	1	12.5%
Naskapi	0	0%
Off reserve	0	0%
Total	**4**	**3.9%**

Of the total number of ADF-funded projects, four (or 3.8% of projects) contributed to the revitalization of villages. Given that no figure was determined for the target, this measurement is a statistic rather than a performance indicator.

Indicator 5.3.1

Number of new projects carried out in each sector

Target: Development of projects to build on the infrastructures in four sectors

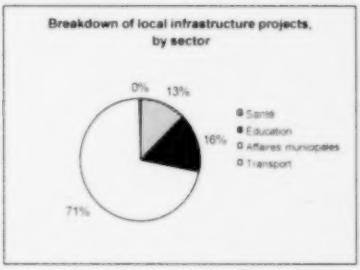

Figure 9

Most local infrastructure development projects concern the municipal affairs sector. The breakdown of these projects, by sector of activity, is as follows:

Health: 13% Education: 16% Municipal affairs: 71% Transport: 0%

This disparity in the results is due to the fact that few projects in the health, education and transport sectors were eligible. One of the rules under the ADF is to never duplicate an existing program, whereas othe. health, education and transport programs do exist. Hence, few projects in these sectors met ADF standards. An overview of all ADF projects (including economic development projects), classified by sector, is given in Appendix 1. No target was determined for the local infrastructure development indicator. This measurement is therefore a statistic rather than a performance indicator.

Indicator 6.1.1

Number of communities having submitted a prioritization of their needs

Target: Prioritization of needs by each community having signed the ADF

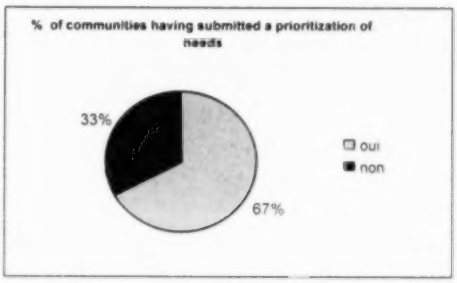

Figure 10

A total of 67% of communities took part in the prioritization exercise.

This objective of the program raises certain questions. Given that the prioritization exercise was mandatory, why did some communities not engage in it?

A number of internal factors may have hindered the exercise. These include: the high personnel turnover rate in the communities; frequent band council changes (the prioritization of projects must be adopted by a band council resolution); and sometimes internal disputes over the choice of projects.

Indicator 6.2.1

Number of communities having allocated part of their budget envelope to the economic development support service

A total of 37.5% of communities allocated part of their budget envelope to the economic development support service, in particular by hiring a project leader or an economic development officer. In some places (e.g. Mashteuiatsh, Matimekosh), there had previously been virtually no economic development service. In other places (e.g. Wendake), the existing service was strengthened and enhanced. Thus, in 37.5% of cases, the program had an impact on the hiring of new officers. This sector ranks second among those in which projects were implemented (see Appendix 1).

Attainment of this objective cannot be assessed quantitatively. However, a qualitative analysis shows that the ADF enabled communities to develop new skills, notably in socioeconomic planning.

Qualitative analysis

Was the right measure targeted for attaining the objectives?

On the whole, no.

General program objectives and specific objectives were defined upon implementation of the ADF. However, the latter were not classified until the start of the evaluation process. Nor were the targets and measurement indicators defined until then. Certain objectives were defined broadly at the outset and, in some respects, may seem far removed from the objectives of the program, although they are consistent with government policy directions.

Did program objectives guide the implementation and administration of the program?

More or less. On the one hand, given that the objectives were broad, there was room for interpretation. On the other, the administration of the program (analysis of projects) was guided more by the criteria than by the objectives of the program. During the analysis phase, it was ensured that projects met program criteria. That is one reason why some objectives were not satisfactorily attained. We will come back to this point in the analysis of the results of the measurement of performance indicators.

Were the main program objectives met?

- *To increase the **autonomy** of Québec's Aboriginal peoples*

On the whole, we helped increase the autonomy of Aboriginal peoples. The objective was not to achieve full autonomy, but to increase their degree of autonomy. The ADF raised awareness of needs and of defining and prioritizing them. It also gave rise to the start up of businesses, the development of new markets and job creation, among other things. In that sense, the objective was at least partially attained.

Some respondents said the program limited the freedom to act of Aboriginal peoples. In the same vein, the legal framework specific to Aboriginal peoples was said to hamper attainment of the objective.

- ***To build bridges between** Québec's Aboriginal peoples and non-Aboriginal communities*

With the Québec government

SAA respondents were unanimous: the ADF considerably increased the frequency of contact between Aboriginal peoples and the Québec government. All respondents in Aboriginal communities responded favourably, saying that contact with the SAA had increased under the ADF. Some answered that their level of contact was unchanged, but that that was because they were frequently in contact with the government to begin with.

The program performs particularly well in regard to the quality of relations between the Québec government and Aboriginal peoples. All Aboriginal respondents said relations were satisfactory to highly satisfactory. The ADF appears to have fostered fruitful relations between the Québec government and the Aboriginal communities concerned.

With outside organizations

In general, there were few partnerships with outside organizations. Partnerships were primarily with private businesses (contractors) for the construction of buildings and with financial institutions. Some partnerships were with CLDs or other organizations, but they were not the majority. The development of partnerships between Aboriginal people and the non-Aboriginal population is clearly in the early stages,[4] but will gain ground.

With the non-Aboriginal population in Québec

Most of the projects carried out met needs within Aboriginal communities. Some projects were just as much for the non-Aboriginal population as for Aboriginal people, but these were in the minority. The geographic isolation of several Aboriginal communities is an important factor in this regard, and in the low number of partnerships made with outside organizations (see previous section), and must be taken into account.

4 The number of partnerships established with outside organizations under the ADF could not be measured quantitatively for the purposes of the evaluation. These results are therefore based on the qualitative data gathered.

- *To invite Aboriginal peoples to participate in the **development of natural resources** and **culture***

Natural resources

A number of projects contributed to the development of natural resources (indicator 3.1.1). This is because plants and animals are closely tied to the Aboriginal way of life.

- *To enhance **socioeconomic development** by supporting economic measures or projects*

As mentioned in the evaluation of needs (in the section on the relevance of the program), there are major differences between the communities. Some made real headway and a lot of progress in economic development, but they are in the minority. The ADF devoted more funds to local infrastructure development than to economic development. It would be accurate to say that the ADF enabled communities to begin working toward economic development. However, that trend needs to be reinforced. It is a long-term objective.

- *To step up **local infrastructure development** by encouraging community-oriented measures or projects*

This is another long-term objective, because of the major differences between communities. However, the communities say they are very satisfied in this regard. All respondents affirmed that progress had been made in local infrastructure development. It was also pointed out that the ADF helped pick up the slack in an area not covered by other public programs.

- ***To enhance the quality of life** of Aboriginal peoples*

The construction of new facilities (early childhood centres and community centres) often linked to the fulfilment of basic needs in communities certainly contributed to enhancing the quality of life in the communities. The new facilities created a sense of pride in the communities visited in conjunction with the evaluation. This objective is, however, very broad and encompasses the two previous objectives. Enhancement of the quality of life is hard to measure quantitatively. Even when the question is put to the community, it is a highly subjective indicator.

- *To encourage communities **to take more responsibility for** prioritizing their needs*

The needs prioritization exercise was beneficial to certain communities and played a role in the further empowerment of Aboriginal peoples. In other communities, the exercise was more arduous. However, empowerment is hard to measure. The needs prioritization exercise was mandatory. Consequently, all communities necessarily took part, as the exercise was important to the smooth running of the ADF.

Conclusion regarding the effectiveness of the program

Most ADF objectives are long-term. At this point, it cannot be affirmed that the socioeconomic gap in the communities has been completely closed. However, the ADF can be said to have contributed to an advance in economic and local infrastructure development in Québec's Aboriginal communities.

Thus, positive conclusions are to be drawn regarding the effectiveness of the program, in the sense that it appears most of the objectives will be met, as indicated by the results of the measurement of performance indicators. In cases where the target was not achieved, the objective set should be called into question. Certain objectives became program rules. Their measurement is therefore an indication not of program performance, but of the extent to which the rules are applied.

Lastly, a question about program objectives has to be asked. To what extent was attainment of the objectives encouraged? Was the elaboration of projects to develop natural resources, culture, etc. promoted? ADF objectives were established at the outset, but not targets. Some objectives that were very broad and could not be attained in the short term were therefore more guidelines than actual objectives.

EFFICIENCY

This section covers the following aspects of the evaluation and summarizes the comments gathered in the interviews.

> Are the costs of the program justifiable in terms of the results obtained? Was the program managed effectively by both the SAA and Aboriginal communities? Were the terms and conditions of the program adequate and did they help maximize results?

Qualitative analysis

Was the program managed efficiently by the SAA?

Although the majority of respondents in the Aboriginal communities answered in the affirmative (except in regard to a few procedures they would like to see changed and administrative time frames they would like to see shortened), SAA respondents tended to answer in the negative.

The main arguments raised were staff shortages at the SAA and excessive red tape, which undoubtedly slowed the analysis of the projects submitted.

Was the program managed efficiently by the Aboriginal communities?

The communities were not necessarily on an equal footing. On the whole, the program was managed efficiently, although problems were encountered: lack of management experience; difficulty accepting the concept of accountability; and internal problems (high personnel turnover rate). Results were therefore mixed.

What was the Aboriginal communities' response to the program? Did they have the knowledge and skills required? If not, did they develop the skills?

A number of Aboriginal communities affirmed that they had the necessary skills before taking part in the ADF. Once again, gaps between the communities must be pointed out. Some definitely had the skills, but others did not. The SAA suggested that part of the budget envelope be earmarked for the hiring of an economic development officers, while the communities stated that new skills had been acquired in new fields of expertise.

Were the terms and conditions for administering the program adequate and did they help maximize results?

Aside from the aforementioned processing times and excessive red tape, the lack of coordination between SAA staff members was mentioned. In certain cases, files were not followed up.

Two points were raised on several occasions in regard to the terms and conditions of the program:

- *The mandatory 10% investment by communities*

  That investment is a hardship for certain communities.

- *The 50% rule*

  Québec's contribution, under all programs, must not exceed 50% of the total cost of the project. Again, some communities may have difficulty obtaining financing, particularly for local infrastructures, as the cost of such projects is often high.

Moreover, there seems to be a certain vagueness in the program rules. Some rules are imprecise, leaving room for interpretation, or contradict other rules. Moreover, ADF objectives,

targets and eligibility criteria could be more harmonious and consistent. Criteria and objectives were often mistaken one for the other in the analysis of projects. For example, the eligibility of a project was analysed in light of the criteria established, but not necessarily in terms of the project's relevance in meeting program objectives.

Are the costs of the program justifiable in terms of the results obtained?

On the whole, responses were positive. A few errors (funding of projects that generated losses: arenas and churches in Inuit communities) were noted, but such cases were the minority. It is still too early to judge the cost/benefit ratio of the projects. However, their cost effectiveness in the long term seems assured.

The cost effectiveness of the ADF cannot be considered solely from a financial standpoint, as the program's objectives were not exclusively financial. The ADF also had a social purpose—the enhancement of the quality of life of Aboriginal peoples. Certain comments along those lines, that is, the need to develop the social economy (a method of production and exchange that leads to social cost effectiveness; see glossary), were gathered in the interviews. Moreover, the program had a political purpose, namely, the harmonization of relations between the Québec government and Aboriginal peoples, and reinforcement of Québec's presence in the communities. This enhancement of our relations is hard to quantify but nonetheless constitutes a plus for current and future discussions.

Cost estimate

As at the end of 2003, $87.6 million had been committed under the ADF. Every dollar invested in the ADF costs the SAA $0.02. The staffing costs of the program were taken into account in establishing the equation $1 ADF = $0.02 SAA. Thus, the program should cost the SAA $2.5 million over the 10 years it is expected to be in effect. (Communities that signed the ADF in its fifth year nonetheless have five years to spend their budget envelope.) The total cost of the program is thus $127.5 million.

Conclusion regarding the efficiency of the program

Although the summary of the comments from the interviews seems to indicate that efficiency is perhaps the weakest aspect of the ADF's performance, nuance is needed. This is, after all, a first in the history of the SAA and, in spite of everything, we were able to manage the program with limited means and relatively little experience in program management. In short, we managed the program, although certain details impaired its efficiency and, overall, resources necessary to run it efficiently were lacking. Some of the program rules, notably the process for handling ADF files, could be reviewed to eliminate any ambiguity. These measures could improve the program's performance from the standpoint of efficiency, thereby helping to maximize results.

It is still premature to assess the program's cost/benefit ratio on the basis of solid quantitative indicators. However, everything appears to indicate that the results obtained (outputs) will exceed program costs (inputs).

IMPACT AND BENEFITS

This section covers the following aspects:

> What effects did the program have on the groups targeted? What are the possible benefits of the program for the SAA, the Québec government and Aboriginal communities?

Qualitative analysis

Effects of the program on relations between Aboriginal peoples and the Québec government

The program appears to have had a positive effect on these relations. For instance, the program enabled the SAA to become better known and present the Québec government's other programs. Comments from both the SAA and Aboriginal communities were unanimous in this regard. Feedback from the communities was particularly favourable. The Québec government used to be perceived as a regulator, that is, a body that controls community development from the sidelines. The ADF helped change that perception.

Effects of the program on economic development

As at December 31, 2003:

- ADF-funded economic development projects resulted in the creation of 30 new businesses (see indicator 1.1.1).
- A total of 1100 jobs were created or maintained under ADF-funded projects as a whole.
- One hundred percent of respondents in Aboriginal communities said that, without ADF funding, they would not have been able to carry out their projects or would have had difficulty obtaining financing, which would have meant lengthy delays in implementing their projects. All said that the ADF provided indispensable assistance.

Thus, the ADF enabled Aboriginal communities to begin working toward economic development and continue developing local infrastructures. It also had a positive impact on economic development (new businesses, job creation), although the benefits for the communities may seem insignificant because their needs in this area are so great.

Effects of the program on local infrastructures

As at December 31, 2003:

- Local infrastructure development projects received 62% of the ADF budget envelope.
- A total of 16 early childhood centres (including 12 in Inuit communities) were set up.
- Various facilities, such as arenas, community centres, youth centres, community radio stations and playgrounds, were built.

In short, the ADF was more beneficial to Aboriginal communities from the standpoint of local infrastructure development than economic development. Most communities focused on local infrastructure development in prioritizing their needs. Through the ADF, the communities were able to build large-scale infrastructures for the population as a whole.

Other positive effects of the program

The program created a domino effect in the communities, in that the success of certain communities encouraged other communities to become involved. A number of ADF accomplishments—such as the construction of arenas and youth centres—will probably have an impact on certain social problems in the communities. Lastly, the ADF raised community awareness through such questions as: What are our needs? What projects are we going to prioritize? Where do we stand in terms of our economic development?

Negative effect of the program

Given the difficulty of sharing information among Aboriginal communities, certain accomplishments under the ADF were not attributed to the Québec government. It would be advantageous for the Québec government's involvement in projects carried out in the communities to be more widely known.

Conclusion regarding the impact and benefits of the program

- Needs awareness in the communities
- Development of new management skills and expertise in new sectors of activity
- Creation of new businesses
- Creation of jobs
- Substantial improvement in relations between Aboriginal peoples and the Québec government (from the standpoint of both frequency and quality)
- Social impact in the communities

To date, the economic impact of the ADF may seem limited, but a long-term vision is required. It is still too early to evaluate the benefits of the program. The ADF made means available to the communities. The first years of the program constitute a starting point: needs awareness was raised and an effort was made to meet the communities' local infrastructure needs, considered more urgent.

However, as previously indicated, the ADF is of significant benefit from a social standpoint and in terms of relations between Québec's Aboriginal communities and the Québec government.

STRENGTHS AND WEAKNESSES OF THE PROGRAM

In the interviews, we asked respondents to name the positive and negative aspects of the program. We received an impressive number of comments, all of which are presented in appendices 5 and 6. A summary of the comments is given below. In light of both the comments and the ADF overview afforded by the evaluation process, we identified the strengths and weaknesses of the program.

Strengths

Certain aspects of the program helped maximize its performance. The biggest strength is probably the initiative taken by the Québec government. Many respondents affirmed that one of the strengths of the program was its very existence. Previously, the Québec government had been primarily a regulator in Aboriginal communities. In introducing a program like the ADF, the government decided to play a role in their development. That initiative was favourably received by a large majority of communities.

The following factors may also be considered to have contributed to maximizing the program's performance:

- The program's flexibility.

  (As a result, projects are carried out in a vast array of sectors.)

- The availability of SAA staff and the means of communications adopted.

  (Aboriginal people contact the SAA directly, without going through an intermediary.)

- The attitude of the SAA in its role as a partner.

  (The SAA works with Aboriginal communities on site and provides them with assistance and support. At the same time, the SAA knows when to pull back and give more latitude to the communities in the choice and management of projects.)

Weaknesses

Certain aspects impaired the program's performance. The following factors should be mentioned:

- The administrative procedures for processing ADF files (time required, lack of follow-up and coordination).
- The vagueness of the program objectives and the absence of attendant targets.
- The lack of measures prior to the introduction of the program.
- Contradictions between program rules and between program objectives and rules, occasional confusion between rules, leaving them open to interpretation.

RECOMMENDATIONS

The interviews with respondents at the SAA and in Aboriginal communities prompted a reflection on the program. An impressive quantity of information was gathered as possible improvements to the program. Not all of these suggestions can be reproduced here. Only the recommendations related to the four evaluation criteria dealt with throughout the report are presented here. However, the suggestions made during the interviews are contained in appendices 5 and 6, and could be used as a work instrument if Phase II of the ADF were to be implemented.

In light of the results of the evaluation and the benefits of the program to date, **recommending the renewal of the ADF** is the only logical course of action. The program has already been of substantial benefit to relations between the Québec government and Aboriginal communities. That trend must continue. The ADF has only just begun to have an impact on the development of Aboriginal communities, as economic and local infrastructure development are long-term processes. Considerable work has already been accomplished under the ADF, but, in many cases, it is just a starting point. The process is under way, as the ADF has assisted Aboriginal communities in gaining awareness of their needs and the means with which to meet them. It is a big step toward autonomy. But the process is not over. At this point, in light of the results obtained in Phase I of the ADF, it may reasonably be affirmed that, were Phase II of the ADF to be implemented, significant results in economic and local infrastructure development would be obtained.

Relevance of the program

Evaluation of needs

For the purposes of Phase II of the ADF, it would be worthwhile to develop a socioeconomic portrait of Québec's Aboriginal peoples. Possible indicators include the number of businesses in operation, by community; the unemployment rate; the size of the labour force; and average income. It would also be advisable to identify the situations to be modified on the basis of the objectives set—that is, to conduct another exercise aimed at redefining objectives in accordance with government policy directions and the identification of targets. That exercise would be conducive to results-based management. All actions taken under the ADF would be geared toward attaining the objectives. Attainment of the objectives would be measurable because there would be a point of comparison (measures before and after the implementation of the program). At this point, it is hard to evaluate the needs of the communities because data are not always available. In that regard, we recommend that needs evaluation be entrusted to the communities. Phase I of the ADF encouraged the communities to participate in an exercise to prioritize their needs. Phase II could go one step further by inviting each Aboriginal community to develop its socioeconomic portrait.

Type of intervention

Evaluation of Phase I of the ADF showed that the program had led primarily to local infrastructure development. Phase II could be geared toward economic development and enable another area of development, that of the social economy, to be explored. Moreover, there could be a greater variety of financial vehicles.

ADF signatory nations

Phase I of the ADF was intended for all of Québec's Aboriginal communities. A budget envelope based on the parameters established, such as population size, was allocated to each community. Since certain nations (Cree and Inuit) have already signed agreements with the Québec government, Phase II should position the government in regard to the participation of these nations in the program.

Effectiveness of the program

As mentioned earlier, the effectiveness of the program is measured by the attainment of its objectives. For the purposes of measuring attainment, the objectives must be clear and include targets. A pre-program measurement must be taken for each target. A recommendation in that

regard is indispensable. To be effective, Phase II of the program must be designed and managed in this way, and the objectives established must be at the centre of all actions undertaken.

Efficiency of the program

Given the findings of the evaluation in regard to management of the program (time required, red tape, lack of coordination), we recommend that:

- a computerized database containing all information on ADF files be set up;
- the system for classifying files be standardized to facilitate consultation;
- the information document on the program be reviewed. Certain rules can be misleading or leave room for interpretation;
- a task force be set up to select projects and create a discussion forum, with a view to standardizing procedures, improving the coordination of project analysis and shortening the time required to process files;
- the workload of ADF analysts be frequently evaluated. Rush periods sometimes occur. There was an overload in the third year of Phase I, which caused delays (mentioned by 100% of Aboriginal respondents) and may have impaired the program's performance with promoters.

Given the comments received on certain terms and conditions of the program, which were generally unanimous, we recommend the following:

- that a guide for Aboriginal communities explaining the steps for submitting projects to the SAA (documents required, procedures for processing files) be prepared, with a view to improving the procedure and avoiding the receipt of incomplete documents;
- that the method for attributing budget envelopes be reviewed so as to include variables other than population size in the calculation.

Impact of the program

The recommendations regarding the impact of the program are in line with those made concerning the relevance and effectiveness of the program. Measures for verifying the socioeconomic situation of the communities must be provided for during the elaboration of Phase II of the ADF. In that way, we will be able to measure the benefits of the program. Communication activities should be better clarified with the communities, and should be included in the negotiation of the funding agreement.

CONCLUSION

The four evaluation criteria revisited

The program was analysed from four angles in the preceding sections. First the ***relevance*** of the program was looked at. We concluded that the program was appropriate, that it fulfilled real development needs, that it ensured better relations between the Québec government and Aboriginal communities and that the type of intervention implemented was adequate.

We then examined the ***effectiveness*** of the program. We realized that most of the ADF objectives were long term. Nevertheless, at this point, certain objectives have been attained or are on their way to being attained. Overall, it can be affirmed that headway has been made in economic and local infrastructure development in Québec's Aboriginal communities. However, the conclusions of the analysis call into question certain objectives. Some objectives have become rules and, as such, their measurement is not an indication of the program's performance, but of the extent to which the rules are applied. Moreover, several objectives are broad, and there can be confusion between what constitutes an objective and a policy direction. In addition, the measures to be taken to attain the objectives were not specified (definition of targets).

We next considered the ***efficiency*** of the program. We concluded that the ADF adequately managed the program, given that it is a first in the history of the SAA. That said, certain details impaired the efficiency of the program and, overall, the SAA lacked resources to implement it efficiently. It is still too early to judge the program's cost/benefit ratio on the basis of solid quantitative indicators. However, everything to date points to the results obtained (outputs) as being satisfactory in terms of program costs (inputs).

Lastly, we presented the ***impact*** of the ADF. We concluded that the program had a number of positive effects. It led to the creation of jobs, to the start-up of new businesses, to the development of new skills and expertise in new sectors of activity both at the SAA and in Aboriginal communities and to the development of needs awareness in the communities. It also had numerous social impacts on the population and a highly positive effect on the frequency and quality of relations between Aboriginal communities and the Québec government. At this point, however, it is still premature to affirm that there has been a significant economic impact. Through the ADF, Aboriginal communities sought primarily to fulfil basic local infrastructure needs. Actual economic development would be more visible in Phase II of the ADF.

Value of the program

On the basis of the analysis of the program from the standpoint of the four evaluation criteria, a positive observation is necessarily made. There are obviously improvements to be made to optimize performance but, on the whole, everything points to the program's being an excellent initiative by the Québec government. If the principal objective of the program was to provide the Québec government with a gateway to the Aboriginal communities and harmonize relations, then the program was a success. That objective has been attained.

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APPENDICES

OVERVIEW of the ADF

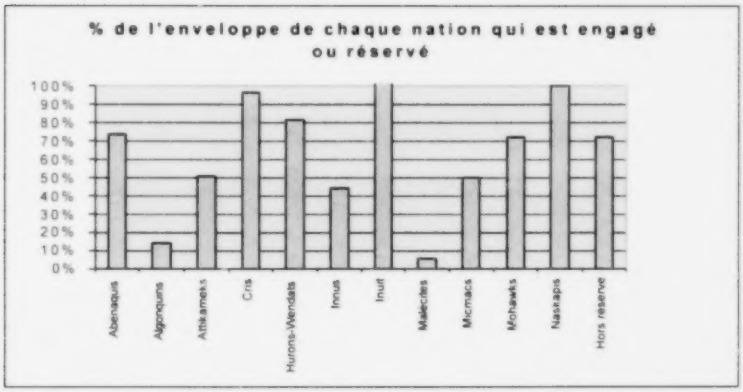
Outline of ADF projects to date.
The tables and charts present the situation as at December 31, 2003.

Table 4

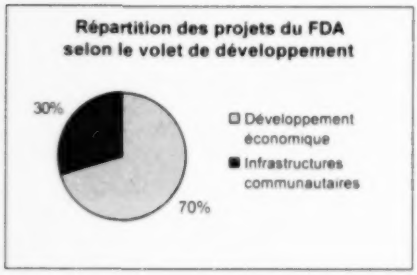
OVERVIEW OF THE ADF AS AT DECEMBER 31, 2003	
Envelope of $125 million	
Communities signatory to the agreement	52/55
Number of projects	383
Amount committed	$87 647 200
Amount disbursed	$38 832 000
Total cost of projects	$234 664 700
Balance to be committed	$37 352 800
Balance to be disbursed	$86 168 000

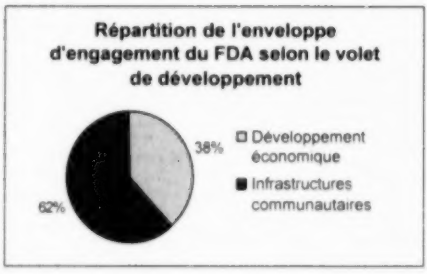
Lever effect of the ADF
For every dollar invested in the ADF, $2.6 from other sources was invested in projects.

The amounts **committed** mean that a funding agreement was signed between the SAA and the community.



Breakdown of projects, by area of development





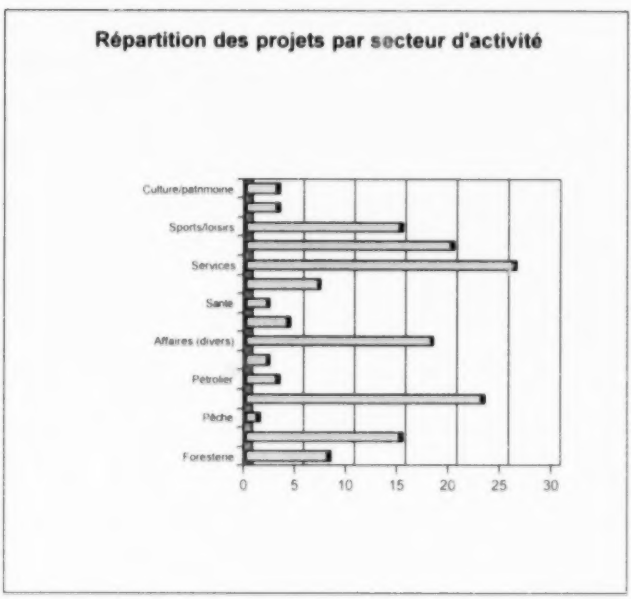
To date, many more economic development than local infrastructure projects have been carried out. (Economic development accounts for 70% of projects, local infrastructure development for 30%.) On the other hand, the amounts committed for local infrastructures far exceed those committed for economic development. To wit, local infrastructure development accounts for 30% of projects, but that 30% represents 62% of the total ADF envelope.

Breakdown of projects, by sector of activity

The projects have been grouped by sector of activity, irrespective of the area of development (i.e. economic or local infrastructure development). It should be noted that data are not available for the Cree and Mohawk nations and that only local infrastructure projects have been included for the Inuit.

Sector	Number of projects
Forestry	**8**
Forestry equipment	4
Felling/sawmill	4
Tourism	**15**
Snowmobile trail	2
Ethnocultural tourism	3
Outfitter (4 outfitters, 5 projects)	5
Camping	1
Ecotourism centre	1
Whalewatching cruises	1
Inuit welcome centre	1
Hotel	1
Fishing	**1**
Purchase of a crab/scallop fishing boat	1
Economic development support	**23**
Support for the economic development service	11
Support for business start-up	3
Venture capital fund	2
Business plans/feasibility studies	7
Oil	**3**
Service station	3
Food service	**2**
Cafeteria	1
Restaurant	1
Business (miscellaneous)	**18**
Business centre	2
Business	6
Résidence Soleil levant	1
Wôlinak plastics	1
Heavy machinery	1
Administrative office	4
Auberge 4 pattes wendake	1
Éditions Kanatha	1
Post-disaster clean-up service	1
Transport	**4**
Floating wharf	1
Purchase of vehicles	2
Sectoral agreement	1
Health	**2**
Kitcisakik dispensary	1
Healing centre	1
Communications	**7**
Community radio station	4
Telecommunications system	1
Transport Matimekosh	1

Internet	1
Services	**26**
Community centre	3
Police station	2
Municipal garage	1
Church	7
Town hall	3
Emergency shelter	1
Multi-purpose building	5
Freezer	1
Industrial window	1
Women's centre	1
Seniors' centre	1
Youth	**20**
Early childhood centre	17
School	1
Youth home	2
Sports/recreation	**15**
Arena	5
Outdoor artificial ice	1
Playground	1
Skateboarding park	1
Pool	2
Recreational equipment	1
Recreational centre	4
Accommodation	**3**
For workers (sawmill)	1
Night shelter	1
Culture/heritage	**3**
Restoration of heritage building	2
Cultural Website	1



The most projects were carried out in the following sectors: services; economic development support; youth; business; tourism; and sports and recreation.

APPENDIX 2

QUANTITATIVE DATA WORK CHART

This work chart was used during the consultation process for all projects, then classified by community and nation.

Some data in the work chart are relevant only to economic development projects, whereas other data pertain solely to local infrastructure projects. A dash appears in any box not relevant to either type of project.

Data collection work chart, included in project files:

NAME OF COMMUNITY

Prioritization of needs: *(yes or no)*
Economic development officer: *(yes or no)*
Liaison officer: *(yes or no)*

NATION: *(name of nation)*
Community: *(name of community)*
Project: (*name of project)
Area: *(Economic development or local infrastructure development)*
New business? *(yes or no — in the case of a local infrastructure)*
Type of infrastructure: new or modified — *in the case of economic development*
Revitalization of villages? *(yes or no — in the case of economic development)*
Infrastructure sector: *(health, education, municipal affairs, transport)*
Community investment: Amount invested by the community in the project, and % of total project cost represented by that amount
Person or entity in charge of project: band council, promoter, partnership between the band council and one or more promoters, or off-reserve Aboriginal organization
Resource development? *(yes or no)*
Cultural component? *(yes or no)*
Comment: *SAA contribution (amount and % of total project cost represented by the amount), other relevant comment (e.g. about the definition of the project or the file's progress) or any other comment*

APPENDIX 3

SAA INTERVIEW SCHEMA

Thirteen SAA staff members (analysts, advisers and administrative personnel having worked for the ADF) were interviewed.

The following questions were asked:

ABORIGINAL DEVELOPMENT FUND
SAA EVALUATION
Winter 2003

Evaluation done by:_____

Date:_____

Nations/communities with which you worked:

_____

_____

RELEVANCE OF THE PROGRAM

1.
(a) Did you properly identify Aboriginal needs at the outset, and did you adapt the means of intervention (ADF) to the needs?

(b) In your opinion, what were those needs?

2. Do you think that the type of intervention chosen (per-project financing) is the right formula?

EFFECTIVENESS OF THE PROGRAM

3.
(a) In your view, were the ADF objectives clearly established from the start?

(b) Did they guide the implementation and management of the program?

4. The general objectives of the program are the following:

- To increase the ***autonomy*** of Québec's Aboriginal peoples
- To ***build bridges between*** Québec's Aboriginal peoples and the Québec community at large—the Québec government, Québec non-government organizations and non-Aboriginal Quebecers—**and bring them closer together**
- To invite Aboriginal peoples to participate in ***natural resource development*** and ***cultural development***
- To ***bridge the socioeconomic gap*** through economic development measures or projects
- To ***bridge the community development gap*** through local infrastructure development measures or projects
- To ***enhance the living environment*** of Aboriginal peoples
- To ***encourage Aboriginal communities*** to prioritize their needs

Do you think that, overall, these objectives have been met through the ADF?

Where possible, give details for, and comment on, each objective.

EFFICIENCY OF THE PROGRAM

This section deals with management of the ADF by both the SAA and Aboriginal communities, and with the program's cost/benefit ratio.

5. Was the program managed efficiently by:

   (a) the SAA?

   (b) the Aboriginal communities?

   In your opinion, did the Aboriginal communities have the resources and skills necessary to manage the ADF? (Evaluate their ability to meet the requirements of the program.)

6. Were the terms and conditions concerning the management of the program (such as the project selection process, selection criteria and file processing and follow-up) adequate and did they contribute to maximizing results?

7. Do you feel that, overall, the ADF application costs are justified in terms of the results obtained? Or is it difficult to have an overall view?

IMPACT OF THE PROGRAM

8. What effects has the program had on the communities regarding relations with the Québec government?

9. In your opinion, did the ADF have a significant impact (positive or negative), from an economic and local development standpoint, on the Aboriginal communities with which you worked?

GENERAL ASSESSMENT AND OUTLOOK FOR THE FUTURE

10. Indicate your overall assessment of the program:

    ? *positive* ? *negative*

    Explain.

11. What do you feel are the strengths of the program?

12. What are its weaknesses (or where is improvement needed)?

13. What changes would you make to the program?

14. Would you use the same type of program to attain similar objectives? Could the ADF have replaced another incentive program?

INTERVIEW SCHEMA FOR ABORIGINAL COMMUNITIES

ABORIGINAL DEVELOPMENT FUND
EVALUATION BY ABORIGINAL COMMUNITIES
Winter 2003

Community: _____ Date: _____

Done by: _____

RELEVANCE OF THE PROGRAM

1. In your opinion, did using a program like the ADF meet needs in your community?

   ? *yes* ? *no* ? *more or less*

   What need or needs were met?

   _____
   _____
   _____

2. Do you feel that the formula used (per-project financing) was adequate?

   ? *yes* ? *no* ? *more or less*

   Why? (If not, how can it be improved?)

   _____
   _____
   _____

3. Did you have a clear understanding of the ADF objectives when the program was presented to you?

   ? *yes* ? *no* ? *more or less*

   Comments: _____
   _____
   _____

EFFECTIVENESS AND IMPACT OF THE PROGRAM

4. The purpose of the ADF was to help Québec's Aboriginal communities start working toward economic and local infrastructure development.

   - *Was headway made in regard to* ***economic development*** *(job creation, ability to generate revenue)?*

   ? *a little* ? *a lot* ? *none at all*

   Comments: _____
   _____
   _____

- *Was headway made in regard to* ***local infrastructure development****?*

? *a little* ? *a lot* ? *none at all*

Comments: _____
_____
_____

5. **Creation of businesses**. Did the ADF enable your community to set up new businesses? ? *yes* ? *no*

If yes, how many? _____

Would you have created these businesses anyway, without the help of the ADF?
_____
_____
_____

6. **Contact with the SAA**. Do you feel that, in managing the ADF, you:

? *increased the frequency of your contact*
? *decreased the frequency of your contact*
? *maintained the same level of contact*

with the Secrétariat aux affaires autochtones?

Comments: _____
_____
_____

How would you describe your relations with the Secrétariat aux affaires autochtones?

? *unsatisfactory* ? *satisfactory* ? *very satisfactory*

Comments: _____
_____
_____

7. **Collaboration and partnership with outside organizations**. Would you say that, since the introduction of the ADF, you have:

? *more contact* ? *less contact* ? *the same amount of contact*

with outside organizations other than governments, that is, with such organizations as CLDs, economic development corporations, municipalities, RCMs, private businesses and various institutions?

Comments: _____
_____
_____

8. Did the ADF contribute to job creation in your community?

? *yes* ? *no*

How many jobs were created? _____

Of that number, how many jobs are held by young people under 30?
_____

EFFICIENCY OF THE PROGRAM

9. **Ability to meet the needs of the program**. Did participation in the management of the ADF contribute to the acquisition of new technical skills (socioeconomic planning, project management, development of business plans, etc.) in your community?

Comments: _____
_____
_____

10. **Role of the SAA**. Do you have comments you would like to share with the SAA regarding the way in which it managed the ADF (information on the program, project selection, file processing, time required, file follow-up, etc.)?

Comments: _____
_____
_____

11. In your opinion, was the program consistent with the Aboriginal ***culture*** and the reality of your community?

Comments: _____
_____
_____

GENERAL ASSESSMENT

12. What do you feel are the strengths of the program?

Comments: _____
_____
_____

13. What improvements would you make to the program, if any?

Comments: _____
_____
_____

14. Indicate your overall assessment of the program:

? *positive* ? *negative*

Why? _____
_____
_____

SUMMARY OF SAA COMMENTS

RELEVANCE OF THE PROGRAM

1. (a) Did you properly identify the needs of the Aboriginal communities at the outset, and did you adapt the means of intervention (ADF) to the needs?

- Yes, but the program is very broad and concerns different types of needs.
- More or less. There is a need for such a program, but the ADF is a former program of the ministère des Régions.
- More or less. We had identified one principal need: create a gateway to the Aboriginal communities. However, we did not really describe the socioeconomic situation of the Aboriginal communities. Political intervention was therefore what was wanted, but an economic program was used.
- No, in the case of off-reserve communities, as they were not taken into account in the beginning.

(b) What were those needs?

- Fill a void left by the federal government. (Existing programs are not in line with the demographic curve of Aboriginal communities.)
- Make known the various programs of the Québec government.
- Joint political intervention by the federal and Québec governments.
- The communities were not all on the same footing. They had needs, but to varying degrees depending on the community:
  - Some had local infrastructure needs (i.e. economic development just under way or not yet begun).
  - Others were more advanced in regard to infrastructures, and prioritized economic development.
- Main needs identified:
  - primary needs (health and social services, unemployment, social problems)
  - economic and local development training needs (self-management, leadership and need for community facilities, therefore technical assistance for development)
  - financial needs (limited resources for local development)
- **Local infrastructures** (only program relating to local infrastructures)
- Preserve the culture.

(c) Was intervention justified?

- Yes! It is warranted for Québec to take action in the Aboriginal communities on its territory. Aboriginal people contribute to the enrichment of society, so it is normal for the government to find a means of encouraging that enrichment.
- Yes. The policy direction is a good one, but the state of "underdevelopment" is not the same everywhere, requiring more investment and time in certain communities.
- Yes. It met a real need, given that most of the communities signed the agreement.
- ADF objectives are justified (they are part of the government's policy directions), as is intervention. In the case of local infrastructures, the regular programs are not enough and do not meet government policy directions.

(d) Were needs met?

- Yes, but not all of them. Certain needs, in particular the most urgent ones (such as local infrastructures) were met.
- Yes, but needs differ from one community to the next, as does the level of economic development.
- Yes, but a spectacular reversal of the situation cannot be expected in so short a time. A long-term vision is needed.
- Yes, but it caused other problems (recurring operational costs for certain local infrastructures, such as arenas, which continue to be problematic).

2. **Do you think that the type of intervention chosen (per-project financing) is the right formula?**

- There is no similar program in Canada for Aboriginal peoples, as it is a first. Comparison is therefore difficult.
- Yes, because the formula allowed for great flexibility and great latitude in the choice of projects.
- Yes, this method made it possible to involve Aboriginal people in management.
- Yes, because this method facilitated follow-up, which reassured the government. However, some communities would have preferred to manage the budget envelope themselves.
- Yes. In off-reserve communities, there really was no other option.
- Yes. It is a good formula because it gives responsibility to the communities; however, it has a negative effect because, when it does not work, the communities want to be relieved of the responsibility.
- More or less. There should have been annual programming instead of per-project analysis.

EFFECTIVENESS OF THE PROGRAM

3. **(a) In your view, were the ADF objectives clearly established from the start?**

- Yes, but they are general objectives, so it is difficult to identify targets for them.
- 75% of the objectives were clearly established, but without targets. There were also objectives that seemed to be inconsistent with those of the fund.
- The objectives were defined when the program was created. While the program was being implemented, better coordination between the objectives and the application of the program would have been helpful.

(b) Did the objectives guide the implementation and management of the program?

- Yes, but much was left open to interpretation. (A lot of latitude can lead to ambiguity.)
- No, the criteria, not the objectives, guided the process. The link between the ADF criteria and the objectives was not always easy to establish.
- General objectives such as the creation of levers for economic development were more important than the eligibility of the projects submitted.

4. The general objectives of the program are as follows. Do you feel that, overall, the ADF enabled these objectives to be met?	
Objective	**Comments**
To increase the ***autonomy*** of Québec's Aboriginal peoples	• Yes: new awareness of their situation, prioritization of needs and decisions made accordingly. • More or less: too much supervision under the program, not enough room for autonomy. • Long-term objective. The ADF certainly gave them a leg up (new businesses, job creation, development of potential markets). • For greater autonomy, it might be a good idea to review the legal framework. • It's a step in the right direction. • Hard to say. The positions of the band council and the community are not always the same. • Financial autonomy seems to have been more important than government autonomy.
To ***build bridges between*** Québec's Aboriginal peoples and the Québec community at large, ***and bring them closer together***	***With the Québec government:*** • Yes, in large part. They learned of its existence and stepped up their relations with it. ***With outside organizations:*** • A few economic partners (chamber of commerce, financial institutions) helped them see their needs, but there is still progress to be made. • Technical-related partnerships. • Partnerships sometimes difficult because of the language barrier. • Partnerships occasionally difficult to establish, due to a climate of distrust. ***With non-Aboriginal Quebecers:*** • Few projects involving non-Aboriginal Quebecers, except to hire them. • The isolation factor must be taken into account. • Negative effect: ties with surrounding communities are sometimes cut because of a mistaken perception.
To invite Aboriginal peoples to participate in ***natural resource development*** and ***cultural development***	***Resources:*** • Yes, a lot of projects contributed to resource development. • The Aboriginal peoples said they were willing to review the method for exploiting natural resources. ***Culture:*** • The Aboriginal peoples continue to show a strong desire to affirm their identity. • Has the ADF changed anything? No, that sentiment was already present, but the ADF strengthened it.
To ***bridge the socioeconomic gap*** through economic	• Yes, but on a small scale.

development measures or projects	• Questions about the concept of bridging the gap. • No across-the-board uniformity, big differences between communities. • There's no substantial difference to be seen in the short term; it's a long-term objective. • In certain communities, "economic lever" is more to the point than true "economic development". • The communities were limited in what they could undertake because of the small envelope. The most pressing local infrastructure needs were met first (Maslow Pyramid). • A second wave is necessary in order to truly engage in economic development. • Yes: for example, the start-up, maintenance or expansion of businesses. • Yes. Now the Québec government supports projects just as the federal government does. • Headway has been made, but it needs to be reinforced.
To ***bridge the community development gap*** through local infrastructure development measures or projects	• Questions about the concept of bridging the gap. • No across-the-board uniformity, big differences between communities. • There's no substantial difference to be seen in the short term; it's a long-term objective. • Yes. Accomplishments include multi-purpose centres, arenas, community parks and radio stations. • Yes. Now the Québec government supports projects just as the federal government does.
To ***enhance the living environment*** of Aboriginal peoples	• Yes, because there's more money in the community. • Yes, but more in terms of local infrastructures than economic development. • A little, but it's a long-term objective.
To ***encourage Aboriginal communities*** to prioritize their needs	• The objective was a hard one to attain at first, and in conjunction with the program. • Yes. We helped them prioritize their needs, but not in all cases. • Yes, the exercise was beneficial. • Some communities had difficulty prioritizing their needs.

EFFICIENCY OF THE PROGRAM

5. ***Was the program managed effectively by:***

(a) the SAA?

YES . . .

- Beforehand, the SAA did not offer this type of program, essentially limiting itself to negotiating with Aboriginal peoples. The program is a first and it's a big step forward.
- We were able to manage the program, but certain details impaired its efficiency.

NO . . .

- The means necessary to run the program efficiently were lacking.
- A lack of internal resources resulted in delays. (The files are enormous and much consultation is needed, making good coordination necessary both within and outside the SAA.)
- There was a lack of internal resources and a high personnel turnover rate. In the third year of implementation of the program, there was a backlog of files during the rush period.
- The administrative process is cumbersome, which sometimes demotivated the Aboriginal communities.
  - There are too many steps in the process.
  - We lost sight of the objectives of the ADF by paying too much attention to form.
- There was a lack of uniformity in procedures and file analysis. (Analyses varied from one person to the next.)
- The process is complex and accountability is lacking.
- Advisers inherited the tasks of processing and following up files, resulting in a heavier workload.
- The advisers did not necessarily have the expertise necessary to take on the extra tasks. (Some of them mentioned that they did not always feel comfortable with the tasks.)
- Expertise of analysts: Given the wide range of projects, the analysts did not always feel that they had the expertise necessary to evaluate the relevance or feasibility of every project. They therefore had to request sectoral opinions, a process that is sometimes very slow and therefore adds to the time required to process files.
- The ADF could have been managed by another government department, with the SAA being responsible for sectoral opinions, since it has that expertise.
- Financial errors were sometimes made. Suggestion: Verify the documents relating to payments to be made to the person in charge of finances before the agreements are signed. In that way, amendments will not have to be made.

(b) the Aboriginal communities?

- **Management varied from one community to the next.**
- The communities lacked experience, especially in economic development.
- The following problems were frequently encountered:
  - Our time frames were out of step with those in the field. (The work season is short and intense in some communities.)
  - Aboriginal people have trouble accepting the concept of accountability. They do not see the utility of such administrative procedures.
  - High personnel turnover rate: economic development officers, band councils that change every two years and disagreement within communities hampered the efficiency of the program.
  - The Aboriginal communities would like to sign the agreement and receive their cheque immediately.

- Problems arose with the federal government, on which the program had been imposed.
- Administrative processes were viewed as cumbersome. (For example, long-term loan financing can seem complicated to Aboriginal people.)

- Negotiating processes are complex, and Aboriginal people are not used to them.
- Moreover, the communities have certain internal problems:
  - cumbersome decision-making processes,
  - lack of dissemination of information within the community.

(c) In your opinion, did the Aboriginal communities have the resources and skills necessary to manage the ADF? (Evaluate their ability to meet the requirements of the program.)

- No. The ADF showed that management skills needed to be acquired.
- The services of an economic development officer are needed everywhere.
- Accounting seems to pose problems.
- Planning and an entrepreneurial culture need to be developed in the communities.
- Management varied from one community to the next.
- Yes. The communities have already participated in other programs, introduced by the federal government, that have enabled skills to be developed.
- Yes, but wider dissemination of information within the communities is needed.
- There are two aspects: technical training and political management. The distribution of responsibilities among those with political power in the communities is sometimes ambiguous.
- It was highly variable. We went back and forth constantly between the community and consultants. Occasionally, there was a lack of understanding in the communities even after the agreement had been signed.
- Could we have done otherwise? Mentalities on both sides would have to change and a common platform would have to be adopted.

6. **Were the terms and conditions concerning the management of the program (such as the project selection process, selection criteria and file processing and follow-up) adequate and did they contribute to maximizing results?**

- Work processes are not standardized enough. The framework needs to be better defined and the processes standardized.
- The rather high personnel turnover rate at the SAA resulted in a lack of continuity in file follow-up.
- It was difficult to follow up on files because of the distances involved.
- There was a lack of coordination and communication between SAA personnel (advisers, analysts, directors).
- Off-reserve communities: Applications were processed in the order in which they were received. Hence, the communities that were last to file their applications risked being told there was no money left, regardless of the value and nature of the projects.
- There was a lack of file follow-up and some files were abandoned. A year after having been approved, files had not been followed up and no cheques had been issued.
- The analysis and approval process is slow because of requests for sectoral opinions. The departments and agencies sometimes take a long time to reply, which drags out the process.
- Information is not adequately disseminated in the communities and the complexity of the process is hard for Aboriginal people to assimilate.
- Some communities say the program is too normative and the criteria are too tough.
- The Aboriginal communities found the terms and conditions tedious (too many reports to be prepared). That's not how they do things.

- Loan guarantees: Those who already have a loan are penalized.
- The 10% participation rate cannot be assumed by some communities.
- In the event of bankruptcy, what happens to equipment paid for by the government? A procedure needs to be established.
- Going through the band council sometimes politicizes files.
- The degree of isolation and poverty was not taken into account in the allocation of enveiopes to communities.
- The program does not give enough consideration to the procedures and ways of doing things in Aboriginal communities. Consequently, there is not a lot of latitude, given the high level of accountability expected.

7. **Do you feel that, overall, the ADF application costs are justified in terms of the results obtained? If you have trouble forming an overall view of the program, you can evaluate the projects on which you worked.**

- Yes, in the case of participating communities (the majority of communities). Bad prioritization by the other communities resulted in losses.
- Yes, but $125 million is not much if this "gap" is to be closed. However, the results obtained are in line with expectations and correspond to the investment made.
- To date, awareness has been achieved. More tangible benefits will be obtained in the long term.
- Certain weaknesses in the program showed us the improvements that needed to be made.
- The ADF should help reduce social costs and prejudice.
- Yes, insofar as local infrastructures are concerned.
- The ADF was complementary to federal contributions in regard to economic development.

IMPACT OF THE PROGRAM

8. **What effects has the program had on the communities regarding relations with the Quebec government?**

- By talking to each other, we understand each other better.
- The program enabled the government to become better known, to explain how it works, to present its actions and the programs of other departments, to open new horizons, to inform Aboriginal communities of other possible Québec government programs and to better identify communities and their specific realities.
- The Québec government acquired expertise in dealing with Aboriginal communities.
- Improved relations, because we worked concretely in the field with the communities.
- Relations became more frequent and were enhanced (more trust between the government and Aboriginal communities).
- Before the introduction of the ADF, contact between the government and Aboriginal communities was rarer, even non-existent.
- Increasing relations between Québec and Aboriginal communities increases relations in other spheres and contexts.
- Communities that took advantage of the ADF wanted to establish good relations with the government.
- Overall, the ADF was well received.
- The government's image in Aboriginal communities has improved greatly. The government is now perceived more as a facilitator than as a body that dictates what needs to be done.

9. **In your opinion, did the ADF have a significant impact (positive or negative), from an economic and local development standpoint, on the Aboriginal communities with which you worked?**

Economic development

- Yes, but in a minority of cases.
- It's variable. In some cases, the economic and local impact was significant (Essipit, Pikogan) but, in other cases, several "filler layers" would be needed for a certain levelling out to occur.
- There was more impact on local infrastructures than on economic development.
- The impact on economic development may seem insignificant because the needs are so great.
- In certain communities, "economic lever" is more to the point than true "economic development".
- The communities were limited in what they could undertake because of the amount allocated. The most pressing local infrastructure needs were met first.
- Yes. Headway was made in business start-up, maintenance or expansion, but it needs to be reinforced.
- A second wave is necessary in order to engage in economic development.
- There's no substantial difference to be seen in the short term; it's a long-term objective. However, the ADF definitely made headway by creating an economic basis for starting up businesses, creating jobs and developing potential markets.
- Yes. The Québec government is present along with the federal government.
- There was a major impact on off-reserve communities, where projects targeted economic development.

Local infrastructures

- Without the ADF, several infrastructures requested would never have been built. More often than not, they were for young people.
- Direct, on-site assistance was provided because there were not enough local infrastructures such as community centres and early childhood centres in villages.

Positive effects (general)

- New awareness of their general situation and of the means for improving their condition and accelerating their training.
- Training (management, development, etc.)
- Implementation of concrete projects.
- Creation of a domino effect, in that the success of certain communities encouraged other communities to become involved.
- A number of ADF accomplishments (e.g. early childhood centres and multi-purpose centres) will be very useful to communities and have an impact on their social life.
- Greater awareness of Aboriginal issues.
- Some projects enabled Aboriginal people to take part in regional life.
- The new infrastructures and businesses are a source of community pride.
- In the short term, we are helping to improve living conditions. In that way, we can hope to counter the exodus of young people in the long term.

Negative effects

- Does everyone in a given community know that the projects carried out were funded under the ADF? Dissemination of information is lacking or inadequate in the communities. The credit for the projects carried out is not necessarily given to the Québec government.

- The projects caused other problems. For example, recurring operational costs for certain local infrastructures, such as arenas, continue to be problematic.
- Aboriginal communities do not always understand the time frames inherent to the ADF, which can lead to a degree of incomprehension and misinterpretation.
- A new partnership dynamic was created between the Québec and federal governments. Comparisons between the way things work at both levels of government can create false expectations in Aboriginal communities.
- The improvement in relations must not be automatically equated with the number of subsidies granted. Improved relations between Aboriginal communities and the government are not necessarily achieved through cash injections.

GENERAL ASSESSMENT

10. Your overall assessment of the program is:

Positive because:

- a new awareness was achieved.
- it gives them a tool with a lot of potential (as long as it is used judiciously).
- there's something in it for everyone (Québec and Aboriginal communities).
- it enabled Aboriginal entrepreneurship to be tested.
- it led to a better understanding of the Aboriginal reality, highlighted living conditions in Aboriginal communities and paved the way for better mutual understanding.

11. What do you feel are the strengths of the program?

- It's existence! A $125-million budget is a good amount for the program. The program being a first, it's a major, significant step for Québec.
- The flexibility of the program, which offers a vast array of possibilities in two areas. A lot of projects are considered eligible.
- Aboriginal communities take charge of their economic development.
- It enabled **local infrastructure** needs to be met, whereas, beforehand, such needs were not fulfilled under any other program.
- It's a first in terms of community infrastructures and off-reserve communities.
- The fact that they must seek financing elsewhere is a positive aspect, because it means they have to understand all of the mechanics of the system.
- The ADF enabled substantial ties to be created between Aboriginal communities and the SAA.
- The sectoral opinions led to new relations with other government departments or agencies, and introduced them to the reality of Aboriginal communities.
- The ADF fueled discussion in the communities.
- Band councils were more present and more active in negotiations with the Québec government.

12. What are its weaknesses, or where is improvement needed?

- Communications, training, lack of time, lack of experience in managing the program.
- Lack of coordination between the different persons involved at the SAA.
- Needs were not evaluated at the outset. As a result, there was no before-after comparison, and the benefits of the program could therefore not be evaluated, except in regard to relations between Aboriginal communities and the Québec government.
- The program is too normative and a little restrictive. The cap on our participation—only 50% of the total cost of a project—did not help matters and prevented some projects from being implemented.
- There was a lack of follow-up and money was paid regardless of results.

13. **What changes would you make to the program?**

- The program is well structured. All that is necessary is a review of how it is managed. For example:
  - Relax certain rules and entrust more management responsibilities to the communities, ensuring that there is accountability.
  - Standardize the analysis process (work chart) and be more stringent.
  - Prepare a guide describing the contents of the required documents, such as the initial presentation of the project, the expenditure and revenue report and the final report. A lot of time is lost making sense of incomplete documents.
  - Be more transparent in following up projects at all stages of their implementation. That task could be entrusted to the economic development officer.
  - Make our project analysis process more accessible to the Aboriginal communities (give full details of all stages in the process and estimate the time required).
  - Solicit greater involvement from the regions and demand that a local development corporation be created. The ADF is too centralized.
  - Step up efforts to facilitate coordination between the branches of the SAA.
  - Loan guarantees should not be included in the 50% contribution of the Québec government.
  - Raise the economic development target to 40% if attaining a degree of financial autonomy is really a goal, and give more priority to revenue-generating projects.
  - When decisions are made about problems related to these rules, give formal notice to the professionals with a view to uniform application of program rules.
- Take into account the socioeconomic situation of Aboriginal communities, particularly as regards the 10% rule.
- Give better information on the program within and outside the SAA, and on the sharing of jurisdictions (levels of government).
- Extend the duration of the ADF, as long as needs remain the same. Phase I of the ADF was synonymous with awareness; Phase II will be tied more to development, hence, to results. A five-year period is not long enough to meet all needs.
- Tailor the program more to the different communities. Needs vary too much from one community to the next.
- Entrust management to the Aboriginal communities. Too much supervision discourages initiative and autonomy. The terms and conditions of intervention can seem to run counter to the objectives of the program.
- Introduce a specific component or add more measures to encourage partnership projects.
- Change the thrust of certain measures in the SAA's action plan from local initiatives to support for social economy businesses.
- Raise awareness of Aboriginal concerns among the other Québec government departments and agencies.
- The Aboriginal communities could have been consulted and asked to provide input when the ADF was set up. The program would surely have been enhanced.
- A formal cultural mediation tool should be created.
- The economy is not the be-all and end-all. There are still social problems in the communities. Further study is needed.
- Adopt a joint platform for managing the fund. Aboriginal procedures got short shrift.
- Take into account the agreements in principle that have been signed.
- Create an independent forum for analysing projects in conjunction with the selection process, in order to avoid the arbitrary decisions, tainted by favouritism, made by band councils.
- Capital projects. This type of development represents a commitment of many years and should therefore be reconsidered.

- Delegate more administrative power, in regard to file processing, to the SAA and to Aboriginal communities.
- Focus more on social groups and sectors of development in an effort to make choices that are more strategic.
- Take the steps necessary to be able to handle another backlog. There could be an overload in the third year, in the last months of the program.
- Determine a cap for the maximum amount that may be allocated to a project, in order to ensure that promoters do not submit projects for $1 million, which would leave little funding for other projects.

14. Would you use the same type of program to attain similar objectives? Could the ADF have replaced another incentive program?

- If the assistance available through other, sectoral departments had an "Aboriginal component", competent persons in their respective sectors would be able to give better service, or at least optimize it. That would create a better dynamic with Aboriginal communities. For example, a wood processing project would be funded by the ministère des Ressources naturelles, de la Faune et des Parcs.
- As for economic development, a section for individual entrepreneurs could be introduced, but it could not be allowed to duplicate another program.
- Change the thrust of one of the measures in the SAA's action plan from local initiatives to support for social economy businesses.
- Phase II of the ADF. Phase I met our primary needs. In Phase II, we will concentrate on using the budget envelope effectively, by prioritizing economic development. Cost effectiveness would be enhanced.
- Create an Aboriginal solidarity fund, in particular by forming a board of directors comprised of persons from various sectors—Aboriginal people and business people who could manage an Aboriginal investment fund and, in so doing, create a forum for cooperation geared to community development.
- Don't replace another program with it. The existing program must be enhanced and given time to prove itself.
- Create an emergency-measures component (community disaster).
- Set up a fund and give Aboriginal communities full responsbility for managing it, while insisting on accountability and establishing minimum guidelines.
- Prepare an annual program, instead of implementing ad hoc projects, through planning with a structuring effect geared to the objectives set.
- The program could have been handled by another department with a well-structured team, with the SAA issuing sectoral opinions.
- Create an Aboriginal mutual fund financed by a % of Quebec royalties in a given field, or by another means.

APPENDIX 6

SUMMARY OF COMMENTS FROM OUTSIDE RESPONDENTS

Seven out of 11 Québec nations (10 communities), two off-reserve groups and an organization representing Québec's Aboriginal peoples took part in the evaluation.

Nations consulted: Inuit (KRG), Mi'gmaq (Listuguj and Gesgapegiag), Abenaki (Wôlinak), Attikamek (Wemotaci), Huron-Wendat, Algonquin (Kitcisakik, Lac-Simon and Pikogan), Innu (Essipit and Betsiamites)

Off reserve: Val-d'Or Native Friendship Centre, Waskahegen Corporation

Aboriginal organization: First Nations of Quebec and Labrador Economic Development Commission (FNQLEDC)

RELEVANCE OF THE PROGRAM

1. **In your opinion, did using a program like the ADF meet needs in your community?**

   - *INUIT (yes)*
   - *LISTUGUJ (yes)*
   - *GESGAPEGIAG (yes)*
   - WÔLINAK (yes)
   - HURON-WENDAT (yes)
   - WEMOTACI (yes)
   - ESSIPIT (yes)
   - BETSIAMITES (yes)
   - KITCISAKIK (yes)
   - LAC-SIMON (yes)
   - VAL-D'OR NATIVE FRIENDSHIP CENTRE (yes)
   - FNQLEDC (yes)
   - WASKAHEGEN CORPORATION (yes)
   - PIKOGAN (yes)

   What need or needs were met?

   INUIT
   - Shortage of infrastructures and resources (early childhood centre).

   LISTUGUJ
   - Infrastructures.

   GESGAPEGIAG
   - Funding.
   - The ADF is not a miracle solution, but it helps us out and enables us to build new infrastructures.

   WÔLINAK
   - Cash flow.

HURON-WENDAT

- Private-sector and local infrastructure needs.
- The envelope was split between economic development and local infrastructure development.

WEMOTACI

- A huge socioeconomic gap needs to be closed in our community.
- Local infrastructure needs.
- Skills development needs.
- Economic development needs.
- Financial needs.

ESSIPIT

- Financing problems: must make up the percentage not covered by the federal government.
- More economic development necessary.

BETSIAMITES

- Capital project needs.
- Economic development (even though we know that, in the case of the outfitter, the spinoffs will come later).

KITCISAKIK

- Short-term needs.
- Soliciting sources of financing that cannot be obtained elsewhere because the community is not a reserve. There was no mechanism for meeting these needs before the ADF.

LAC-SIMON

- Job creation.
- Project development, especially in the natural resources sector. We would like to target logging operations in particular.

VAL-D'OR NATIVE FRIENDSHIP CENTRE

- Need more space in order to set up services to meet increasing needs in Val-d'Or's urban Aboriginal community. The urban Aboriginal population is growing, so it's needs are on the rise.

FNQLEDC

- Multiple needs. I received positive feedback on the program, so it's meeting needs.

WASKAHEGEN CORPORATION

- It's a very good assistance program for Aboriginal peoples.
- Off-reserve Aboriginal people have enormous needs.
- We needed assistance to start businesses and the ADF provided part of the necessary cash flow.

PIKOGAN

- We needed support for economic development and local infrastructure development.

2. **Do you think that the type of intervention chosen by the SAA (per-project financing) is the right formula?**

? yes ? no ? more or less

Why? (If not, how can it be improved for enhanced performance?)

INUIT (yes)

- It enabled better distribution among the communities.

LISTUGUJ (yes)

- It enabled us to choose our projects.

GESGAPEGIAG (yes)

- I like it better like that. It's easier to control the money. It would be too easy for the band council to manipulate the money for its own purposes.
- It forces the band council to justify its decisions.

WÔLINAK (no)

- We would like to receive the overall envelope and to be the ones to manage it (decide what we want to do with it). There are too many constraints. I admit that this method would not be effective in all communities, but we could handle it and it could work.

HURON-WENDAT (yes)

- We opted for program planning rather than for submitting projects on an ad hoc basis.
- It's a formula that enabled us to support as many entrepreneurs as possible.
- We followed the basic rules of the program and also established rules of our own.

WEMOTACI (more or less)

- It takes a very long time to go project by project. Everything must be submitted first to the band council, then approved by the SAA. There's duplication in the project-acceptance process.
- On the other hand, proceeding project by project forces us to have a structure.

ESSIPIT (more or less)

- The fund should always take strategic planning into account.

BETSIAMITES (more or less)

- The project formula was interesting, but I like the idea of sectoral agreements. It would be good to develop that aspect more in the other departments.

KITCISAKIK (more or less)

- This formula forces us streamline, to justify. The government must prefer that too, given that the money comes from public funds. We would prefer to have a fund and set up a program as we see fit, while continuing to be accountable, of course. As regards the projects, the workload is too heavy. There's enough work for one person full time on the projects and for one person on follow-up. We don't have those resources.

LAC-SIMON (no)

- We'd like funding to be more global, which would give us greater flexibility, in accordance with our funding needs.

VAL-D'OR NATIVE FRIENDSHIP CENTRE (yes)

- Because, by analysing each project individually, funding is based on merit and project feasibility.

FNQLEDC (yes)

- It's a good formula.

WASKAHEGEN CORPORATION (yes)

- It's an excellent formula and must not be changed. Funding must continue to be based on a project's merits; otherwise, it's just money down the drain.

PIKOGAN (yes)

- Per-project financing enables communities to plan better and meet needs in various sectors.
- It's better than an overall envelope, because decisions would always be up to the band council.

EFFECTIVENESS AND IMPACT OF THE PROGRAM

3. **Did you have a clear understanding of the ADP objectives when the program was presented to you?**

   ? *yes* ? *no* ? *more or less*

   INUIT (yes)
   - And the KRG even added rules.

   LISTUGUJ (yes)
   - I think it was a political thing, but it was a good step, a great tool for us.

   GESGAPEGIAG (yes)
   - The information was indeed received, but it stayed a long time in the hands of the chief. There was a lack of dissemination in the community.

   WÔLINAK (yes)
   - We had enough information on the program.

   HURON-WENDAT (yes)
   - We had a lot of questions in the beginning, but everything fell into place.
   - The objectives were clear. Our questions had to do primarily with the terms and conditions of the program.

   WEMOTACI (yes)
   - Although it took us a while to get going, because we didn't have the cash necessary to start the projects earlier.

   ESSIPIT (yes)
   - The program was simple, broad and easy to use. Everything was clear.

   BETSIAMITES (more or less)
   - The information was not disseminated much. It was received first at the political (council) level. It takes time for it to trickle down to the sectors (economic development).

   KITCISAKIK (more or less)
   - To start with, there was a presentation. Things seemed clear, but when we started implementing the projects, we had a number of questions per project. What's eligible, what's not?
   - There were certainly political objectives in the program. Here, though, we insisted on its being an administrative agreement. It was not the chief who signed, but the director of economic development.

   LAC-SIMON (more or less)
   - We frequently needed more information, particularly concerning ALIF and the venture capital fund, that is, how to obtain such funding. We would have liked to have training sessions.

   VAL-D'OR NATIVE FRIENDSHIP CENTRE (yes)
   - The information received was clear and described the program well.

   FNQLEDC
   - I'm unable to answer.

   WASKAHEGEN CORPORATION (yes)
   - Everything was clear.

   PIKOGAN (yes)
   - But we had to ask a lot of questions.

4. **The purpose of the ADF was to help Québec's Aboriginal communities start working toward economic and local infrastructure development.**

Was headway made in regard to economic development (job creation, ability to generate revenue)?

INUIT (a little)
- In terms of job creation (12 daycare centres).

LISTUGUJ (a lot)
- We are not yet generating additional revenue, but that will come. The projects are under way.
- We created jobs (especially in the construction of infrastructures).

GESGAPEGIAG (a little)
- We were able to create two businesses. But we still don't know whether they will be viable. We think we were given bad advice on purchasing equipment. (The company may have taken advantage of our lack of experience, because we are having problems with the equipment purchased. It's not for industrial use, despite what we were told. The first year resulted in a deficit (although not as big as we had thought). They'll probably be viable in a few years.

WÔLINAK (a lot)
- We created jobs, many of them permanent (Résidence au Soleil Levant), and our projects will generate revenue. Economic momentum will result. It gives us more and more autonomy.

HURON-WENDAT (a lot, and even more)
- The ADF has been a lever in the advancement of our projects.
- The ADF helped out enormously, particularly in the private sector. It enabled us to accelerate our development and encourage entrepreneurs.
- There is, however, a territorial limit, in that we cannot create new businesses and infrastructures indefinitely.

WEMOTACI (a lot)
- Not all the projects have been completed, but all are under way. Once they've been completed, we'll have made a lot of headway. Some projects are large-scale (Pourvoirie Club Odanak, Wemogaz service station). It's a first for us. The service station will be very profitable because it's the only one near the reserve. The others are in La Tuque, an hour and a half away by car.

ESSIPIT (a lot)
- The projects carried out will serve the community: a lot of indirect jobs created in our community and in the next one over (Les Escoumins). Development of the tourism industry.

BETSIAMITES (a lot)
- Strong job creation.
- The revenue generated will become significant later on.

KITCISAKIK (a little)
- The projects would have to be year-round to be cost-effective. We created only seasonable jobs.

LAC-SIMON (a little)
- We created nine direct jobs through our logging company.
- It's a step toward generating revenue.

VAL-D'OR NATIVE FRIENDSHIP CENTRE
- We carried out a local infrastruction project. Not applicable.

FNQLEDC (a lot)
- It'll give us new impetus (hiring of an economic development officer), and a lot of progress will be made.

WASKAHEGEN CORPORATION (a lot)
- The businesses we helped have become much more self-sufficient. (We do a follow-up, we want continuity and businesses to survive.)

PIKOGAN (a little)
- We contributed to economic development, but was headway really made?
- We worked on several fronts (support for economic development activities, business start-ups).

Was headway made in regard to local infrastructure development?

INUIT (a lot)
- 50% of Inuit communities are satisfied. (The others aren't because they were expecting a lot and would like more.)
- A lot of community facilities were built (a very important element in Inuit culture).

LISTUGUJ (a lot)
- It was our first choice of projects.
- We built infrastructures that we would not have been able to build otherwise.

GESGAPEGIAG (a little)
- A few construction and support-staff jobs will be created in the community.

WÔLINAK (a little)
- Our needs were more in the area of economic development, but we also had projects to improve local infrastructures (enlargement of offices).

HURON-WENDAT (a lot, even "enormously", if it were one of the possible responses!)
- Old Wendake: the ADF was a very good lever; without it, we would never have been able to carry out the project.

WEMOTACI (a little)
- Things are still difficult and will continue to be for some time. There's a lot to do in terms of local infrastructures. We built a few (arena), but would like to build more. We have two other projects in view: a youth centre and a seniors' home.

ESSIPIT (not at all)
- It was not our goal. We opted for economic development.

BETSIAMITES (a lot)
- The arena is a project on which we have been working since the 1970s. There was a glaring lack of space in the business centre. The ADF enabled us to bring in a bank (Bank of Montreal) staffed only by Aboriginal people. A first.

KITCISAKIK (a lot)
- We acted according to demand and needs.

LAC-SIMON (not at all)
- No projects to date. (The projects were carried out on the basis of priorities established by the council.) Local infrastructure projects to come.

VAL-D'OR NATIVE FRIENDSHIP CENTRE (a lot)
- It was a necessity (a new wing housing a youth centre and an early childhood centre).
- It's a large-scale project. Without the ADF, we could never have carried out the project. I think our case could be cited as a "success story". I'd be willing to talk about it!

FNQLEDC
- Not applicable (economic development project).

WASKAHEGEN CORPORATION
- Not applicable (economic development projects).

PIKOGAN (a lot)
- A lot was accomplished: early childhood centre, radio station, garage, etc.

Did these projects contribute to improving living conditions?

INUIT
- Yes, a lot.

WEMOTACI
- Yes! The ice rink (arena) is always being used. Young people spend a lot of time there. It occupies them, and when they're there, they're not hanging around the streets. The youth centre, once built, will be another way to keep them occupied.

5. Creation of businesses. Did the ADF enable your community to set up new businesses?

? yes ? no

If yes, how many:

INUIT (yes)
- Non-profit organizations (daycare centres)

LISTUGUJ (yes)
- 2

GESGAPEGIAG (yes)
- 2

WÔLINAK (yes)
- 4

HURON-WENDAT (yes)
- 2

WEMOTACI (yes)
- Three businesses set up and two more to come (in addition to the establishment of a local investment fund).

ESSIPIT (yes)
- 3

BETSIAMITES (yes)
- Five businesses (outfitter, and businesses inside the business centre).

KITCISAKIK (yes)
- 1

LAC-SIMON (yes)
- 1

VAL-D'OR NATIVE FRIENDSHIP CENTRE (yes)

- We created a business to develop the social economy. Our mission focuses on the social economy. It's a new philosophy of economic development. We measure the benefits of a project in terms of social cost-effectiveness.

FNQLEDC

- Not applicable.

WASKAHEGEN CORPORATION (yes)

- Seven new businesses received direct assistance.

PIKOGAN (yes)

- One new business.

Would these businesses have been created even without the ADF?

LISTUGUJ

- Yes, but at a much slower pace!

GESGAPEGIAG

- Yes, but it would have taken a lot longer. We might have opted for smaller businesses with different aims. It's hard for Aboriginal entrepreneurs to obtain credit. The ADF helped us in that regard.

WÔLINAK

- No, in three out of four cases.

HURON-WENDAT

- Maybe, in the case of the sawmill, but with a higher level of debt, and we wouldn't have started out in the same way (more slowly, with more constraints).
- Maybe not, in the case of GRIPMA, or, at the least, it would have taken a lot longer.

WEMOTACI

- (hesitation . . . thinks it over). It would have been difficult.

ESSIPIT

- It facilitated the acquisition of these businesses. No, in the case of the ecotourism centre, because we would not have had the means. Yes, in the case of the other projects, but it would have been harder.

BETSIAMITES

- Yes, since we'd been thinking about it (the arena) for a long time, but there would have been another long delay.

KITCISAKIK

- Probably, because we would have found another way, but the fund facilitated things.

LAC-SIMON

- No, the SAA provided major financial assistance.

VAL-D'OR NATIVE FRIENDSHIP CENTRE

- No.

FNQLEDC

- We would not have gone through with the project without the support of the ADF.

WASKAHEGEN CORPORATION

- No, we needed that help.

PIKOGAN

- We would have tried, but would we have succeeded? A substantial portion of the funding came from the ADF.

6. Contact with the SAA (Did contact become more frequent?)

INUIT (not available)
- It's hard to answer that. (The person wasn't there before the ADF, so there's no point of comparison.)

LISTUGUJ (maintained the same level)
- We maintained the same level of contact. (We were already frequently in contact.)

GESGAPEGIAG
- We increased the frequency of our contact: we have more to say to each other now!

WÔLINAK
- Yes, we have more contact now than before.

HURON-WENDAT
- More frequent contact.

WEMOTACI
- More frequent contact. Before, we weren't really in contact with Québec.

ESSIPIT
- More frequent contact. Previously, we were in contact primarily about questions of a political nature. With the ADF, we began contacting the SAA for technical reasons.

BETSIAMITES
- More frequent contact. We have to meet more often.

KITCISAKIK
- More frequent contact with the SAA and with the Québec network as a whole. Better participation in the other Québec programs.

LAC-SIMON
- More frequent contact. Prior to the ADF, contact was very limited.

VAL-D'OR NATIVE FRIENDSHIP CENTRE
- More frequent contact. We were already frequently in contact with the SAA, but, for the implementation phase of the project, we were in contact even more frequently.

FNQLEDC
- More frequent contact. At the start of the process, we had a lot of contact with the SAA, and it will become still more frequent. However, the number of meetings should be increased.

WASKAHEGEN CORPORATION
- More frequent contact. We had good collaboration.

PIKOGAN
- More frequent contact. We carried out a number of projects. We were often in contact with the SAA.

How would you describe your relations with the Secrétariat aux affaires autochtones?

INUIT (very satisfactory)
- I have no complaints. The SAA has always strongly supported KRG programs. Under the ADF, we were always given excellent support and excellent service (availability of SAA staff).

LISTUGUJ (very satisfactory)
- I'm not saying that just because my contacts are present. *(The SAA representatives with whom the community did business under the ADF attended the interview.)* I have excellent relations with them.

GESGAPEGIAG (between satisfactory and very satisfactory)

- We're satisfied. Relations are positive.

WÔLINAK (very satisfactory)

- I feel that the representatives understand the reality of the community.
- It's a question of trust. We discuss and are frank with one another.

HURON-WENDAT (very satisfactory)

- The quality of our relations has been enhanced.
- We developed new contacts. Previously, we didn't often knock on the door of this level of government.
- The ADF enabled us to find out what's available at the provincial level, what the programs and resources of the various departments are.

WEMOTACI (very satisfactory)

- Great availability of SAA staff.
- Good collaboration.
- Contact characterized by goodwill and respect.

ESSIPIT (very satisfactory)

- Relations were excellent. Great availability of SAA staff.

BETSIAMITES (satisfactory)

- We cemented very good relations.

KITCISAKIK (very satisfactory)

- There were a lot of contact persons. We designated a resource person. Relations were very good with SAA representatives.

LAC-SIMON (satisfactory)

- Relations were good, but we would have liked to meet with the new staff sooner. Your staff changes frequently, and we no longer know who's in charge of our files or whom we're supposed to contact.

VAL-D'OR NATIVE FRIENDSHIP CENTRE (very satisfactory)

- We had excellent collaboration with SAA representatives. I have only praise for them, and you can tell them so!
- SAA staff are very available, open to unforeseen events and highly flexible. Access to personnel was easy.
- It was a win-win formula.

FNQLEDC (satisfactory)

- We have good relations and good collaboration.

WASKAHEGEN CORPORATION (very satisfactory)

- Good collaboration. It was very good but slow.

PIKOGAN (satisfactory)

- On the whole, it was satisfactory. That said, there were a lot of staff changes. We had a hard time obtaining the follow-up of our files. But the quality of our relations was satisfactory.

7. **Collaboration and partnership with outside organizations: Would you say that, since the introduction of the ADF, you have:**

? more contact ? less contact ? the same amount of contact

with outside organizations other than governments, that is, with such organizations as CLDs, economic development corporations, municipalities, RCMs, private businesses and various institutions?

INUIT (more contact)

- Because of associations with construction companies, architect and engineering firms, and financial institutions. The ADF resulted in the opening of a new financial institution—the Bank of Montreal—in the North.

LISTUGUJ (more contact)

- With CLDs (concerning fishing rights), economic development corporations, municipalities (Chandler) and financial institutions.
- It lies everybody together. [*sic*] The ADF pledged to put everyone in touch with each other (governments, Aboriginal communities, other departments, financial institutions) to help us carry out our projects. For example, we sat down with Caisse representatives and now we're doing business with them.

GESGAPEGIAG (same amount of contact)

- We have some contact with private businesses, but it's still limited. We wonder whether it's worthwhile paying our dues to the RCM: will our projects be approved?

WÔLINAK (same amount of contact)

- We did not make new contacts under the ADF. We already had them.

HURON-WENDAT (more contact)

- With CLDs, First Nations Economic Development, Desjardins, the tourism board, the city of Québec and the city of Loretteville.
- We have a project in partnership with Loretteville (Old Wendake). It was important not to work in a vacuum and to do things from a complementarity standpoint ("win-win").

WEMOTACI (same amount of contact)

- With the exception of Club Odanak, with which we had to develop tourism-related contacts. We brought them "Aboriginal colour", a plus for them.
- There is frequently friction with non-Aboriginal organizations on a political level. Mentalities will have to change for that situation to be remedied.
- A young promoter from our community tried to participate in a funding program. After listening to him on the phone, the answer was "yes". But when he went in person, he was told that the money was no longer available. We think there is prejudice and mistrust out there.

ESSIPIT (same amount of contact)

- We have always been closely involved with outside organizations.
- But we have no partnership-based project.

BETSIAMITES (more contact)

- With construction contractors in the region, and relations are very good. They were supposed to hire Aboriginal employees. It's a form of partnership.

KITCISAKIK (same amount of contact)

- We have a project in partnership with the RCM and the CLD, but we already had relations with them.

LAC-SIMON (more contact)

- Our logging company was created through a partnership.

VAL-D'OR NATIVE FRIENDSHIP CENTRE (same amount of contact)

- The project was not carried out in partnership, but are relations are already well-established in the milieu, and good.

FNQLEDC
- Not applicable.

WASKAHEGEN CORPORATION (more contact)
- We had contact with the municipality and the CLD. We are raising awareness of the Aboriginal mentality, and collaboration is good.

PIKOGAN (same amount of contact)
- The ADF did not have a direct influence on contact. It was already well established.

8. Did the SAA contribute to job creation in your community?

? yes ? no

How many jobs were created?

INUIT (yes)
- About 150 jobs (for Inuit villages as a whole).

LISTUGUJ (yes)
- About 30 jobs (but several will come to an end when construction is completed).

GESGAPEGIAG (yes)
- 24 jobs (19 by businesses, and 5 or 6 for operating local infrastructures).

WÔLINAK (yes)
- Some 20 jobs and 10 to come.

HURON-WENDAT (yes)
- 30 or more.

WEMOTACI (yes)
- Approximately 20 under existing projects, and 100 under projects to come (sawmill).

ESSIPIT (yes)
- 56

BETSIAMITES (yes)
- About 60.

KITCISAKIK (yes)
- 10 seasonal jobs, 3 permanent jobs

LAC-SIMON (yes)
- Approximately 9 jobs.

VAL-D'OR NATIVE FRIENDSHIP CENTRE (yes)
- 20 jobs at the early childhood centre and 2 or 3 internally.

FNQLEDC (yes)
- One job and several indirect jobs through economic development.

WASKAHEGEN CORPORATION (yes)
- About 40 regular jobs.

PIKOGAN (yes)
- Jobs on three levels. I can't count them from memory.

Of that number, how many jobs are held by young people under 30?

INUIT
- The majority (about 75%).

LISTUGUJ
- About 80%.

GESGAPEGIAG
- About 75%. (Our community is very young.)

WÔLINAK
- Three out of 20 jobs (i.e. 15%), and 1 out of 10 in future.
- We will have created a lot of permanent jobs, and a lot of jobs held by women.

HURON-WENDAT
- Roughly one third.
- The community's situation is a special one. Our young people are well educated (above the average for the Québec City area). They enter the job market rather late, and have a lot of job opportunities here and elsewhere. Consequently, we do not often see very young entrepreneurs.

WEMOTACI
- Roughly 60%.

ESSIPIT
- Approximately 60%.

BETSIAMITE
- About 50%.

KITCISAKIK
- About 20%.

LAC-SIMON
- Roughly 20%.

VAL-D'OR NATIVE FRIENDSHIP CENTRE
- Approximately 75% (among educators, all of whom are young Aboriginal women).

FNQLEDC
- The project is not over. We haven't hired our economic development officer yet. We'd like to hire a young person, but it's not absolutely essential.

WASKAHEGEN CORPORATION
- About 50%.

PIKOGAN
- Roughly 30%.

EFFICIENCY OF THE PROGRAM

9. **Ability to meet the needs of the program: Did participation in the management of the ADF contribute to the acquisition of new technical skills (socioeconomic planning, project management, implementation of business plans, etc.) in your community?**

INUIT
- Yes. We acquired skills that we didn't previously have: management of new facilities; ability to manage projects with less supervision; and more initiatives taken by Aboriginal people.
- Financing packages for projects are still a difficult area, however.
- There's always been a tendency to take Aboriginal people by the hand. The ADF helped change that mentality a little.
- Previously, everything was managed entirely by the KRG. In the past five or six years, power started being given back to the villages. Management of the ADF fit in well with that trend.

LISTUGUJ

- Yes, especially financial skills (cash flow management).

GESGAPEGIAG

- A little, because I (economic development officer) already had that training. The entrepreneurs, on the other hand, learned a great deal.

WÔLINAK

- Yes, particularly in socioeconomic planning. We hired consultants for the business plans. In regard to project management, technical services had to acquire new skills.

HURON-WENDAT

- We already had certain skills, but we definitely acquired new ones. We had never worked on large-scale projects before (other than Old Wendake). We increased our skills in that area.
- We had never had to manage a fund before. It was a new experience, and an excellent one for us.

WEMOTACI

- Through the economic development corporation, we bolstered our socioeconomic planning skills.
- We developed skills in new sectors of activity, such as outfitter operations, tourism, forestry and oil.

ESSIPIT

- Development of new expertise regarding the accommodation complex (technical services, construction, roads).
- A lot of training given to new employees (hotel sector, crafts).

BETSIAMITES

- Yes. We developed skills in the business sector and public services sector.

KITCISAKIK

- Yes. With the *Sentiers de motoneige* convenience store, we acquired skills in business, inventory and accounting management.
- We developed new expertise in operating a surface grinder and underwent training.
- We had to hold a press conference. A new experience.

LAC-SIMON

- No. We already had those skills.

VAL-D'OR NATIVE FRIENDSHIP CENTRE

- We already had those skills, which, in fact, helped us carry out the project!

FNQLEDC

- My answer is not linked to our project specifically. It applies to all Québec's Aboriginal communities. Yes, the ADF is a good way to provide training. The program is structured so as to empower Aboriginal peoples, which contributes greatly to training.

WASKAHEGEN CORPORATION

- Yes. Each new business developed skills in its field.

PIKOGAN

- Yes. Things were definitely learned, and the ADF surely had something to do with that.

10. Role of the SAA: Do you have comments you would like to share with the SAA regarding the way in which it managed the ADF (information on the program, project selection, file processing, time required, file follow-up, etc.)?

INUIT

- Overall, management of the ADF was clear. The KRG extended the management framework by establishing its own rules to go with those already established.
- Coordination problems with other departments, such as the ministère des Affaires municipales (MAF). Cheques and loan certificates are issued in the name of the village. So you always have to wait for the approval of the MAF. The process is complex and slow. If the cheque were issued in the name of a person, that person could contract the loan, which would simplify the process. It should be noted that the MAF's rate is comparable to the bank rate.
- The 20% investment is too high. The villages don't have money and they have difficulty obtaining financing. We wanted to acquire several new buildings, but construction costs are three times higher in the North. That factor should have been taken into account.

LISTUGUJ

- Things are fine. We never felt that the ADF limited our choice of projects.
- We were given adequate information.
- Follow-up was well done, although a little slow. (It could be somewhat better.)

GESGAPEGIAG

- Things are all right. No deadline was imposed. That's positive. SAA staff are attentive and available.
- Given that the community must invest 10% and that the ADF funds only 50% of projects, this formula hampers us. We have a hard time coming up with financing.

WÔLINAK

- The SAA has one up on the federal government in terms of project selection. It respects the priorities of the communities, which is more than can be said for the federal government!
- We're okay with the time frames involved. We understand that the SAA has procedures to follow. It's up to us to submit the required documents in time.

HURON-WENDAT

- We could point out the staffing shortages at the SAA, which resulted in delays, but I am aware that these people did their best and I do not call their competency into question.

WEMOTACI

- The fact that SAA staff come to the communities is much appreciated. Usually, the people who work with us never set foot in our communities. They don't know what it's like here.
- The information on the program was adequate.
- There are processing delays. The projects have to be handled case by case. Your rules cannot be applied in the same way in all cases. Certain requirements can cause problems. (Payments in three instalments. Promoters have to borrow to meet their obligations. They therefore have to pay interest, which is an additional expense not taken into account in the project.)
- It's takes a long time to receive the money. Why do the agreements have to be signed with the council rather than with the promoter? They go through the council indirectly in any case. Why can't they be signed directly with the promoter?
- When an agreement is signed with the council rather than the promoter, the council becomes responsible for the promoter. If the promoter sustains losses or withdraws from the project, it doesn't want to be responsible anymore.

ESSIPIT

- There are time frames for delivering documents. It takes a long time to obtain funding. The projects were tied to the band council, so we were able to manage, but a private entrepreneur would have had a tough time of it.
- Everything else worked very well, and I don't see what improvements could be made.

BETSIAMITES

- There are a lot of requirements, but it's normal to have to meet them.
- The program was very broad and the SAA was flexible.
- File processing was fine. Everything went along without a hitch.

KITCISAKIK

- The administrative procedures are long because the Québec government doesn't have one-stop service. We always had to wait for documents to receive the money.
- We were given adequate information.

LAC-SIMON

- Not enough information on certain aspects of the ADF (ALIF, venture capital fund)
- No file follow-up done for our logging company.
- The time it took to process the project was acceptable.

VAL-D'OR NATIVE FRIENDSHIP CENTRE

- Time frames were reasonable.
- My comments concerning the SAA are all positive (see question 6b).

FNQLEDC

- The procedures seem adequate to me and I don't have any improvements to propose.
- However, I think the program would benefit from being better publicized. Its existence is not well known.

WASKAHEGEN CORPORATION

- On the whole, things are fine, except that time frames are too long. In the meantime, work on the projects cannot get under way.

PIKOGAN

- Aside from delays due to staff changes and the lack of file follow-up, things are fine.

11. In your opinion, was the program consistent with Aboriginal culture and the reality of your community?

INUIT

- A lot of community facilities were built (a very important element in Inuit culture).
- Projects were in line with our culture because it was the villages that selected them. Projects that didn't pass muster culturally were not approved in a band council resolution.
- The program could have been a little more flexible and tailored more to individual villages.

LISTUGUJ

- It wasn't a cultural thing. Consistent with community reality, yes.

GESGAPEGIAG

- The SAA followed band council procedures.
- The ADF met a real community need. We don't have any money and it's very hard for Aboriginal entrepreneurs to obtain financing. There are no programs to meet that need.

WÔLINAK

- Program procedures were in line with those of Aboriginal communities, and that's good.
- It's consistent with our reality because we are allowed to select our priorities.

HURON-WENDAT

- The program is flexible and gives us the chance to tailor it to our reality

WEMOTACI

- Consistent with our culture, yes. You function in "Indian time"! (*Laughter* . . . We are referring here to the time frames, to the slowness of SAA administrative processes, as emphasized in the previous question.)
- We feel that there is a good understanding of the needs of our community and that we are being listened to.
- However, the 50% rule governing the maximum financial contribution of the Québec government to a given project is not consistent with the reality of the community.

ESSIPIT

- Yes, because program rules imposed few constraints, the agreement was simple, general and easy to manage. From our viewpoint, it was very efficient.

BETSIAMITES

- Employees at the new bank serve customers in the Montagnais language. Most employees are Aboriginal. It was consistent with our reality. We are the ones who choose the projects.

KITCISAKIK

- Yes. The SAA was able to adapt to our reality. It demonstrated openmindedness and collaboration. The representatives were facilitators. In our opinion, the current administration of the SAA is one of the strengths of the program.

LAC-SIMON

- We wanted to focus on economic development and job creation. Hence, projects do not necessarily centre on cultural development.
- We had a culture-related project (ethnocultural tourism), but it has not yet been implemented.

VAL-D'OR NATIVE FRIENDSHIP CENTRE

- Recognition of the existence of urban Aboriginal communities is a big step forward. Aboriginal urbanization is a reality and culture evolves.

FNQLEDC

- Its simplicity means that it is consistent with the reality of Aboriginal communities.

WASKAHEGEN CORPORATION

- Yes, the program is consistent. It is very well structured and must not be changed. On the other hand, in terms of community reality, $5 million is not enough for off-reserve communities. There are a lot of us, so our needs are many.

PIKOGAN

- No program can be consistent with local reality, because the programs cover too vast a territory. Each community has its own reality. We have needs that do not come under the program.
- As regards culture, we are the ones who adapted our projects.

GENERAL ASSESSMENT

12. What do you feel are the strengths of the program?

INUIT

- If loans were not guaranteed by the government, there would be no loans granted to the Inuit because they don't have a credit record, and financial institutions don't accept that. Establishing a credit record for them will make things easier in the future.

ŁISTUGUJ

- SAA staff, with their services, knowledge and expertise, promoted the program well.
- We had to look for financing elsewhere, which enabled us to discover other sources of usable financing.
- We learned about available government programs (ADF, etc.).

GESGAPEGIAG

- Although we have to stick to the basic parameters, there is latitude. The program is adaptable and flexible.
- It's a "team game". Everyone, the community and the SAA, tries to find solutions, and the SAA is very openminded.
- The SAA wants to see accomplishments and success. It's a good approach.
- The SAA worked with the band councils, which is not the way it happens under the other programs.

WÔLINAK

- The new cash flow helps us a lot. Without it, we wouldn't do much.
- It's as if things were being made easy for us and we were given a calling card.

HURON-WENDAT

- It's an important lever.
- The program gives us visibility and enhances our credibility.
- The good thing is we have a say! Under most programs, Aboriginal peoples are not asked what they think or want. The ADF is flexible and consulted us.
- The ADF enabled us to strengthen a strategic plan.

WEMOTACI

- The funds promised are actually available.
- The fact that the staff come directly to the community is positive.
- The ADF enabled us to carry out structuring projects, which are necessary to the development of the community.
- The fact that we are the ones managing our affairs is a plus.
- The fact that a budget is allocated to each community is a good thing. We would have missed the boat had the money been put into one big pot.
- The fact that the ADF targets local infrastructure development as much as economic development is a plus.

ESSIPIT

- The program's simplicity.
- The program's flexibility.

BETSIAMITES

- The envelope available.
- Historically, the Québec government has contributed very little to finance the development of Aboriginal communities. It's practically the first time that it has done so. It's a big step.

KITCISAKIK

- There are funds available to Aboriginal communities. We are lucky compared with the Aboriginal communities in the other provinces.
- There is recognition of a reality.
- Allows our community to have access to the fund even though we are not a reserve.
- The ADF provided contact with the province. The SAA facilitates our access to other Québec government programs.

LAC-SIMON

- The SAA's determination to participate in meeting the needs identified by the community.
- The program generated another source of funding for us.

VAL-D'OR NATIVE FRIENDSHIP CENTRE

- The program's flexibility and adaptability.
- The fact that the program covers a vast array of projects.
- The fact that urban Aboriginal populations have gained recognition.
- The fact that projects were evaluated on the basis of their impact. No limit was set on the percentage of the envelope for off-reserve Aboriginal people that could be used for a given project.

FNQLEDC

- The program's simplicity.

WASKAHEGEN CORPORATION

- Its flexibility. The program covers a vast array of sectors of activity, and does not discriminate between projects. Several fields are eligible.
- The fact that funding is based on merit.

PIKOGAN

- Its ability to finance. The projects carried out are necessary to the community, and it's hard to obtain financing. It's a need not met by the other programs.
- The possibility of contacting the SAA directly without having to go through an intermediary. A good body to deal with.

13. What improvements would you make to the program, if any?

INUIT

- The problems mentioned earlier with the ministère des Affaires municipales.
- The reduction of the 20% share makes it impossible to carry out certain projects. Suggestion: Tie job creation to the contribution. The more jobs a project creates, the lower its contribution.
- It's not the role of government to finance churches. The KRG devoted a lot of time to these projects, which are often not cost-effective. Churches are an unstable source of revenue, which is often tied to the performance of the priest. Churches have no repayment ability. For example, the church in Aupaluk was never able to become self-financing. The village went into debt and is stuck with the loan.
- Tighten up the definition of non-profit organization (so as to eliminate certain categories of organizations, such as churches).

LISTUGUJ

- The program was complicated and we sometimes had trouble understanding the terms and conditions, how it works, what we were supposed to do, etc. Plain language should be used in the program.

GESGAPEGIAG

- I'd like to see the program continue. We need even more money!
- Review the dollar-for-dollar formula. (50% maximum funding per project. We don't have the means to provide the remainder, not even the mandatory 10%.)

WÔLINAK

- Give the envelope to us and we'll manage it, while keeping you apprised of what we're doing.
- There are a lot of rules, which is a constraint.

HURON-WENDAT

- Increase the SAA staff administering the fund, and ensure that they're as competent and openminded as the persons we're already working with.
- What will you do with the leftover money not used by the other communities? Could it be redistributed? We'd take it for sure!!!

WEMOTACI

- Speed up the process and find solutions to the problems caused by the reports to be submitted. Work can't get under way or be resumed until the reports and letters of confirmation have been received. That slows us down enormously. For example, we're waiting for the authorizations for Club Odanak. The tourist season is upon us and we're wasting precious time. We'd like to start operating as soon as possible, and we're being held up.
- The projects should be examined on an individual basis and a distinction should be made between the different types of projects in the application of the rules. Rules can't necessarily always be applied in the same way (For instance, construction vs. purchases of machinery).
- Review the rules for allocating the budget. Initially, we were astonished to see that the envelopes were being distributed on a per capita basis. The largest communities are not necessarily those with the greatest needs. On the contrary, the smallest communities often need more cash injections. The allocation of funding should be based on factors other than population size, such as remoteness, the percentage of young people in the community, the merit of the projects submitted, etc.
- The 50% rule is hard to comply with, especially in the case of local infrastructure development. The rule should be eased, especially considering that the federal government is not present in that sector.
- The SAA could help improve, or at least facilitate, contact with department coordinators. It's often hard to obtain a reply when we call. Why are they there then? Things work well, though, when it's the SAA that contacts them. For the moment, department coordinators are still not well used. It would be a good idea to improve this aspect.

ESSIPIT

- The SAA could have more contact with the First Nations of Quebec and Labrador Economic Development Commission (FNQLEDC), which could disseminate information on the ADF. Here, we think that economic concerns should be separate from political concerns.
- The ADF could increase the financial assistance it awards for the preparation of business plans. If it financed the full cost rather than part of it, 100% of business plans would be eligible.
- Suggestion: Enter into a partnership with the FNQLEDC and set up a flying team to provide training in the communities.

BETSIAMITES

- Provide more funding.
- There's always a shortage of infrastructures, which is not made up by the federal government.
- The per capita formula is appreciated. Our community has a lot of needs and the envelope was in line with them.

KITCISAKIK

- The SAA has work to do regarding the other departments. For Aboriginal communities, there really should be one-stop service. Inter-departmental communication is inadequate.
- You could send us reports on our projects from time to time (what the situation is, funds committed, funds spent, balance, remaining documents to be provided, etc.).
- Have more meetings. It's at meetings that we have the feeling things are moving forward. Things always work better in person.
- Have more frequent contact.
- Pursue the start made on development and renew the envelope.
- If Québec undertook more projects without federal participation, there would be even more to crow about publicly. There are some such projects, but there is still too much federal involvement.
- Have an evaluation chart for small projects (- $20 000).

- Review the 50% funding standard for local infrastructures. Since there's no federal assistance for such projects, it's hard to come up with funding.

LAC-SIMON
- Give training sessions on ALIF and the venture capital fund.
- Improve file follow-up.
- Inform us of staff changes and set up meetings with the new staff. It takes time to build a relationship of trust.
- We like it when employees come to see us in person.

VAL-D'OR NATIVE FRIENDSHIP CENTRE
- Renew it (program).
- Set up a new development component: the social economy. This sector needs more recognition.
- At the outset, the program provided for equal provincial and federal funding. That is not how things turned out. Urban Aboriginal people do not have access to federal programs and lose the privileges enjoyed by Aboriginal people living on reserves. It's a type of jurisdictional ambiguity. The ball goes back and forth between the provincial and federal governments, and both seem satisfied with that. Nobody wants to take responsibility. The ADF was a big step, but more needs to be done.
- The Aboriginal reality in Québec is not at all homogeneous. Funds must continue to be managed by the SAA, as it means projects will be analysed objectively.
- Dividing up the fund on the basis of population is not the right course, in my view. Awarding amounts on the basis of the merits of a project would be fairer. Promoters would have to prove the benefits of their project.
- In communities where development is barely under way and appears difficult to implement, what is the source of the problem? Skills development needs to be worked on. That's probably where the problem lies.

FNQLEDC
- The existence of the program needs to be publicized more. The FNQLEDC could be called upon to play a role in that regard. Our commission's mandate is to inform the communities of Québec. All economic development officers in the communities receive a quarterly bulletin addressed to them personally. The ADF could have been advertised in that bulletin. It could even publish short articles (situation, accomplishments, etc.) from time to time.
- If Phase II of the ADF were to be implemented, could we be asked to disseminate the information to the communities?

WASKAHEGEN CORPORATION
- Increase the envelope for off-reserve communities. They need to be taken into account more.
- Eliminate delays. That would improve the dynamic, businesses in difficulty could get back on track more easily and new businesses could start up more quickly.

PIKOGAN
- The gateway into the communities is still the band council. It takes a lot of time for information to trickle down. Economic development officers must be informed quicker by copying to them all information sent to the band council.
- Explore the economic development component more.

14. What is your overall assessment of the program? Why?

? *positive* **? *negative***

INUIT (positive)
- Very positive: much needed funding.

LISTUGUJ (positive)

- The ADF enabled the construction of infrastructures that would not otherwise have been built.
- It's a facilitation tool.
- It would be a good thing if it were renewed.

GESGAPEGIAG (positive)

- It was appreciated, even though we'd like to be able to carry out more projects.
- It was a pleasure to work with the SAA staff, and I hope we will continue to be able to work with them. Collaboration was very good.

WÔLINAK (positive)

- Very, very positive.
- We established new contacts (SAA).
- We created new business opportunities.
- The $1.2 million received will generate about $5.6 million. That's very positive.

HURON-WENDAT (positive)

- I'd say that, generally speaking, the program is excellent.

WEMOTACI (positive)

- Without this access to capital, none of the projects funded to date would have come to pass.
- The benefits of the program are appreciable, from the standpoint of both local infrastructures and social impacts.
- The ADF contributed to the development of the community. The social impact is major. We are showing our young people that, if we take steps, we can change things. In addition to setting a good example for young people, the projects carried out help occupy them and give them new challenges.

ESSIPIT (positive)

- It's an excellent tool.

BETSIAMITES (positive)

- All I hope is that it will continue (Phase II).

KITCISAKIK (positive)

- The benefits are important to us.
- You are open-minded.
- We have the opportunity to carry out large-scale projects.

LAC-SIMON (positive)

- Welcome support for development.

VAL-D'OR NATIVE FRIENDSHIP CENTRE (positive)

- See answers for question 12.

FNQLEDC (positive)

- I obtained feedback from the communities about the program. Satisfaction is the consensus.
- When I consider Québec's Aboriginal communities globally, I believe that such a program will have a very profound socioeconomic impact. The benefits are direct (job creation, additional revenue), but there are also a lot of indirect benefits. However, much development still needs to be done in the communities. Economic, social and infrastructure development is lagging behind to a certain extent. It is an undeniable reality. There's a big gap to be closed. Aboriginal people should not remain on the fringes of the neighbouring society.

WASKAHEGEN CORPORATION (positive)

- I hope that it will continue.

PIKOGAN (positive)

- The program has a direct impact on the community. It definitely meets a need and we have spent almost all the money. The program was timely.
- There are still a lot of needs, and I hope the program will be renewed.

15. Other comments gathered

INUIT

- The people in the communities do not necessarily know that the projects were carried out thanks to the provincial government.

LISTUGUJ

- Quebec is having a very limited role in communities. Doesn't have a real presence in communities unless there is a problem that affect Quebec... So I think Quebec is making a positive step by becoming more involved in economic development in First Nations communities. [*sic*]

GESGAPEGIAG

- In my view, a program like that will generate a positive impact for the Québec government because it makes economic development possible in the regions.

WÔLINAK

- It's a first step, but continuity is desirable because there are needs.
- Not all Aboriginal people are business people. The ADF enabled us to learn, but it's just a beginning.

HURON-WENDAT

- The economic variables are not the only elements that should be taken into account to judge the benefits of the program. I would say that it has an important effect on the community, as it offers new services to the public, for example, and occupies people.

WEMOTACI

- Prior to the ADF, Québec's involvement in the community was virtually nil. The ADF created a dynamic, which has a definite, positive impact.
- It would be good if this program could have a ripple effect in the other departments, so that everyone could have a better idea of the reality of Aboriginal communities.

ESSIPIT

- It gives us good leverage for soliciting other contributions from the federal government.
- It's more or less a program. It's more like a partnership agreement.
- A way of helping communities that have less access to training tools (isolated communities) needs to be found. In most cases, a lack of skills hampers economic development. Could the ADF create a service to help them?
- Suggestion: Enter into a partnership with the FNQLEDC that includes a flying team for providing training in the communities.

APPENDIX 7

GENERAL APPLICATION FRAMEWORK OF THE ABORIGINAL DEVELOPMENT FUND

The Aboriginal Development Fund (ADF) has a $125-million budget over five years and its management falls under the responsibility of the Minister for Canadian Intergovernmental Affairs and Native Affairs. The fund complements other government players, both in Québec and at the federal level, and takes into account the needs and priorities expressed by each nation or community. The fund seeks to:

- put in place conditions that will facilitate the economic development of the Aboriginal communities in order to increase the number of Aboriginal entrepreneurs;
- promote job creation in Aboriginal communities;
- create an economic development approach that is culturally adapted to Aboriginal communities;
- promote a catching-up and an acceleration of the development of community infrastructures in a wealth-sharing perspective;
- encourage communities to take on greater responsibility and accompany them in the choice of priorities;
- pursue the development of infrastructures in order to meet certain commitments with Aboriginal nations that are agreement signatories.

A reserved sum of $120 million is broken down by nation or by community. Each nation or community has to present a list of priority economic development and community infrastructure measures or projects that can be funded using the budget earmarked for the nation or the community. An annual program plan is established jointly and agreed upon in a special agreement signed by the Minister for Canadian Intergovernmental Affairs and Native Affairs and the representatives of each nation or community concerned. This program plan also contains the management and cooperation conditions as well as the commitments of the parties.

A $5-million portion of the total budget is reserved for the funding of projects or measures submitted by Aboriginal people living outside a community, or by organizations representing either all Aboriginal peoples of Québec or Aboriginal people living outside communities. Applications are sent directly to the Secrétariat aux affaires autochtones for analysis according to the same criteria and parameters presented below. Moreover, this budget avoids funding projects that would duplicate or interfere with existing responsibilities, programs and services outside Aboriginal communities. Finally, as mentioned in the document entitled "Partnership, Development, Achievement", this budget concerns more specific objectives such as:

- improving the socio-economic conditions of persons;
- supporting economic and community development initiatives that can have a significant impact for Aboriginal people living outside communities or for all Aboriginal peoples of Québec;
- forging closer ties between Aboriginal peoples and Québec's population as a whole.

The prioritization and program planning aspects requested from Aboriginal nations and communities do not necessarily apply.

The fund finances measures or projects according to two intervention components:
- the economic development component;
- the community infrastructure development component.

Each nation or community must devote at least 20% of the total allotted budget to the economic development component.

The role of Québec in economic development and community infrastructures must be clearly seen as an additional element that complements the federal government's trustee role. Within this perspective, in order for projects or measures to be included in the annual program plan and to be approved by the Minister for Canadian Intergovernmental Affairs and Native Affairs, a large portion of the funding (at least 50% of the total costs of a project) would have to be assumed by the nation, the community, the federal government and/or any other partner.

The fund does not finance just any economic development and community infrastructure project. In principle, the regular programs of the departments and agencies of the Government of Québec apply to all citizens, including the Aboriginal peoples, without necessarily resorting to the fund. Projects must be financed on a priority basis by way of existing programs of the federal government and those of Québec government departments and agencies, from their own budget. The fund only finances projects where there is no program meeting their specific needs, be it in the community or outside the community and, where applicable, those projects that require assistance over and above that offered under current programs.

The fund may not be used to cover the operating expenses or the deficit of an agency or an enterprise or to pay off the accumulated debt. Finally, the assistance may not be used to replenish an enterprise's working capital. However, in the case of a non-profit organization presenting a business plan requiring temporary start-up funding, it may be envisaged to fund a portion of the operating costs for a maximum period of three years and on a diminishing basis.

To meet the needs and priorities of each Aboriginal nation, community or group, the fund can finance economic development projects or measures (a local investment fund, a venture capital fund and local economic development assistance measures) and community infrastructure development projects. The rules and conditions of the various components of the fund are presented hereinafter.

Economic development projects

The Aboriginal Development Fund acts as a complement to other government players to allow nations and communities to give tangible form to economic development projects that have a structuring effect and that create jobs.

(a) Eligible organizations

- non-profit Aboriginal organizations or their equivalent;
- profit-oriented Aboriginal private firms;
- band councils;
- northern villages, the Kativik Regional Government and the Cree Regional Authority.

(b) Eligible projects

To be eligible, projects must be among the priorities of a nation or a community, have an impact on the consolidation of assets and the economic development of the community, and have one of the following characteristics:

- short-term project likely to address special and temporary situations;
- innovative projects and pilot projects;
- structuring project for the community;
- job creation project;
- project that serves as a driving force;
- project ensuring the influence of the community;
- project to improve the living environment.

(c) Eligible studies

Studies relating to the development of a project may be funded. The portion earmarked for studies may not exceed 10% of the budget devoted to economic development. These studies may include:

- the preparation of a business plan;
- the evaluation of the opportunity of a project;
- the evaluation of the technical and financial feasibility of a project;
- the definition and development of a concept;
- the market analysis associated with an investment project;
- studies dealing with the integrated management of resources and Aboriginal traditional activities.

(d) Project selection criteria

Generally, the interventions in the economic development field are linked to projects having a significant impact for the community and that correspond to its needs and priorities. This notion of significant impact implies that the eligible projects or eligible studies will have one of the following characteristics:

- structuring in nature for the community;
- leverage effect or driving force in terms of economic, social or cultural development;
- creation of jobs for Aboriginal peoples.

A project must not run counter to established government policies, laws and regulations, and must not have a significant negative impact on Aboriginal and non-Aboriginal enterprises working in the same activity sector.

(e) Conditions that must be met by the promoter

The promoter must demonstrate the financial needs and provide the Aboriginal authorities concerned and the SAA with a business plan containing the following information:

- a description of the problems, explaining and justifying the financial needs and the relevance of resorting to the financing budget;
- the place where the project is being carried out;
- a breakdown of the costs and of the financing of the project, including the details of the other anticipated sources of funding;
- the beneficial effects associated with the project for the community;
- the steps taken to support the project and the demonstration that the assistance requested is needed to carry out the project.

(f) Determining of financial assistance

The maximum amount of financial assistance per project or study is determined by taking into account the project's financial needs and the assistance granted by the departments and agencies of the Government of Québec and of the federal government.

The assistance granted by Québec and its government corporations may not exceed 50% of the total cost of the project. The nation or the community, the promoter, or the federal government shall complete the funding of the project. The combined assistance provided by the two levels of government may not exceed 90% of the cost of the project. No project will be included in the program plan and approved by the Minister for Intergovernmental Canadian Affairs or Native Affairs until the financing plan has been completed, including the financial participation of the federal government.

(g) Conditions of payment

All authorized projects are recorded in an annual program plan to be agreed upon between the nation or the community and Québec and will be the subject of a funding agreement between the nation or the community in question, Québec and the promoter, where applicable. This agreement shall define the conditions of payment of the assistance and the individual and shared obligations of the parties. However, the government assistance will be paid as the project is carried out and in proportion to project completion.

Community infrastructure development projects

The Aboriginal Development Fund complements other government players to allow nations or communities to carry out repairs on, enlarge, or build community infrastructures and to purchase community facilities. Community infrastructures and facilities refer globally to any property or capital asset used by a community to improve the quality of life by meeting social, health, education, recreation, public security or other needs. More specifically, the work must contribute to the achievement of one or more of the following:

- permit a catching-up and an acceleration of the development of community infrastructures by meeting infrastructure needs deemed a priority by the nation or the community;
- renew and improve community infrastructures in order to provide public services that are accessible, useful and of interest to the community and that contribute to the creation of conditions that are conducive to the economic development as well as to the improvement of the living environment;
- improve and put in place community infrastructures that have a consolidation effect on the development of the territory or on the economy;
- promote job creation for Aboriginal peoples;
- improved the socioeconomic conditions of the Aboriginal people living outside a community.

(a) Eligible organizations

- the Aboriginal nations of Québec;
- the Aboriginal communities of Québec, namely band councils and northern village councils;
- organizations set up in an Aboriginal community, namely as the representative of specific Aboriginal nations or clienteles or working in public activity sectors;
- non-profit Aboriginal organizations or their equivalent.

(b) Eligible projects

The nation or the community will have to draw up a list of priority community infrastructure projects, and establish in cooperation with the Minister for Canadian Intergovernmental Affairs and Native Affairs, an annual implementation program plan. In order for a project to be eligible for the project plan, it will have to meet the following criteria:

- the project must be considered a priority, be useful and be interesting for the community;
- the financial capacity of the nation or the community or the beneficiary organization to assume the operating and maintenance costs, where applicable, must be assured;
- the project must be justified (deterioration, outdated, insufficient capacity for the current population, work carried out to comply with standards and regulations, presence or absence of facilities/equipment of the same nature or having the same vocation, etc.);
- the impacts on the economy, employment, territory development and the revitalization of the reserve must be taken into consideration;
- the funding of a project may not exceed more than half of the budget intended for the nations or the communities.

(c) Eligible and non-eligible infrastructures

Aboriginal community infrastructure projects must always be funded on a priority basis by way of existing federal government programs or existing programs of the Québec government.

The fund avoids financing infrastructures and heavy equipment, deemed too specialized and expensive for the current financial availabilities of the fund. Four sectors in particular are concerned: health, education, municipal affairs and transportation.

The following infrastructures and equipment are eligible:

- daycare centres;
- recreational facilities;
- reception, recreation, physical fitness, community and administrative centres;

- development of the territory (for example: landscaping, earthwork, recreational and community parks, playgrounds, walk paths, beaches, sanitary landfill sites, campgrounds, stabilization of banks);
- cultural and communications facilities having a community vocation (computers);
- enhancement of heritage property;
- centres for youth and the elderly;
- public security (police station) and justice (place where justice is administered) facilities.

The following infrastructures are not eligible for financing from the fund:

- drinking water collection, purification, storage and distribution equipment, including fire protection equipment;
- waste water removal and inspection equipment, including rain water;
- roads, streets, sidewalks, bridges, viaducts, tunnels, retaining walls and noise barriers;
- schools;
- hospitals and dispensaries;
- airports and wharfs;
- heavy rolling stock;
- penitentiaries.

(d) Eligible and non-eligible work

The following work is eligible for funding:

- the rehabilitation, repair, reconstruction or replacement of existing community infrastructures;
- the expansion or construction of new infrastructures;
- the revitalization of specific sectors.

The following work is not eligible for funding:

- routine maintenance;
- the development of new housing or retail sectors.

(e) Eligible and non-eligible costs

Eligible costs include:

- the costs of contracts for services for the carrying out of eligible work;
- control costs. These costs are eligible insofar as the nation, the community or the organization hires additional staff to carry out the work;
- incidental expenses, including professional fees, the cost of surveys, tests, analyses and temporary financing charges;
- the cost of purchasing eligible community equipment.

A project may not include the costs already covered by financial assistance from a department, a government agency or a representative of the Government of Québec or of the Government of Canada.

Expenses for engineering or work supervision services carried out by the permanent staff of the nation or the community are not eligible. The cost of purchasing land is not eligible.

(f) Financial assistance

The financial assistance granted to the nations or the communities or an organization by Québec may not exceed 50% of the total cost of all of the work and the approved eligible expenses in the annual program plan.

All capital asset expenditures for community infrastructures are amortized and financed according to their useful lifespan, namely according to the same rules as those applicable to similar facilities financed by the Government of Québec on non-Aboriginal territories.

For this purpose, Québec intends to pay the cost of servicing the debt for each project, namely it will reimburse the principal, the interest payments and the expenses inherent to the long-term loan that the nation or community or an organization has contracted with a financial institution of its choice to finance its project.

The fund will only finance work and community facility purchases made after the date of the filing of the application for financial assistance. The projects presented to the SAA since April 2, 1998 and prior to the creation of the fund may be considered if they meet the requirements.